



# 1988 DATA INVENTORY



Department of Metropolitan Development  
Division of Planning  
Indianapolis-Marion County, Indiana

**FRANKLIN TOWNSHIP  
COMPREHENSIVE PLANNING STUDY  
DATA INVENTORY**

**A Collection Of Information  
To Begin The Franklin Township  
Comprehensive Planning Study**

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**November, 1988**

FRANKLIN TOWNSHIP  
COMPREHENSIVE PLANNING STUDY

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## INTRODUCTION

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### Purpose

The purpose of planning in Franklin Township is to ensure the preservation, redevelopment and enhancement of existing development while encouraging efficient and orderly new development. Through the efforts of the city and the residents of the township, a plan can be developed with guidelines for the coordination of resources, reinforcement of township goals and the realization of township residents' ideas. Once the township plan is accepted by the township residents' and officially recognized by the city through its adoption by the Metropolitan Development Commission, it becomes a guide for implementing public improvement programs, (e.g. widening streets, providing service extensions, etc.), making decisions on zoning cases, inviting private investment, and creating an orderly land use pattern for the development of Franklin Township specifically and Marion County as a whole.

### What Is Township Planning?

A township plan is a detailed plan of a part of the county. This plan is a refinement of the overall Comprehensive Plan for Indianapolis. Since its major function is to guide development, the plan does not mandate action, but outlines the necessary steps to action. Township planning seeks to guide both the short-term and long-range improvements, but is focused principally on those changes which may require considerable time and effort to accomplish.

A vital part of township planning is the involvement of the residents. For this to occur, expressed needs and desires of the residents are examined and interpreted through an organized process involving the active participation of those for whom the planning is done. Assets, problems, and community resources are researched, all leading to recommendations for improvement. Meaningful goals, policies, plans, and programs result when citizens, planners, and local agencies exchange information. The end product is a consensus document reflecting a partnership between the township residents and the city. The township plan sets the stage for continuing community-government relations and shows the steps required for implementing over a 20 year period.

### The Process

The staff of the Division of Planning, Department of Metropolitan Development, other city agencies, the Franklin Township Planning Committee with other interested groups and individuals will work together in the preparation of the Franklin Township Comprehensive Plan. The process includes the following principal steps: 1) preparation of a data inventory; 2) identification of township assets and problems; 3) establishment of township issues; 4) preparation of planning recommendations; 5) review and update of planning

recommendations; 6) preparation of a general land use and possibly a specific zoning plan; 7) preparation and printing of the final plan; 8) adoption of the Franklin Township Comprehensive Plan by the Metropolitan Development Commission.

## SUMMARY

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Franklin Township is located in the south-eastern portion of Marion County. Two different demographic scenarios have occurred in Franklin Township during the past twenty-five years. Although the entire township has experienced rapid growth, the western half has grown much more rapidly than the eastern half.

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### Demographic Profile (1980 population 16,477)

#### - Population Growth

Franklin Township's population, between 1960 and 1970, grew at a rate of 40% which was nearly three times the growth rate of Marion County during the same period. However, while Marion County actually lost population from 1970 to 1980, Franklin Township increased its population by 60%. The western portion of the township has grown at a much faster rate than the eastern half. Projections expect Franklin Township population from 1980 to 1990, will grow approximately 27% compared to the 2% projection for Marion County.

#### - Age

All age groups in Franklin Township grew substantially, with those between 20 and 59 years-of-age growing at a much faster rate.

#### - Racial Composition

The township was 99% white in 1980

#### - Education

Franklin Township residents followed the national trend of an increasing level of educational attainment over the last 20 years. Some college education was attained by 30% of the township's population in 1980.

#### - Income

The 1980 median family income in Franklin Township was \$26,508, compared to \$17,400 for Marion County.

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### Land Use Changes

#### - Vacant Land

Vacant land was developed at a sixteen year rate of 1,733 acres from 1972 to 1988. Even with this rate of development, approximately 80% of Franklin Township is still vacant (undeveloped).



- Residential Land Use

Residential land increased by 1,470 acres or a 79% increase from 1972 to 1988.

- Commercial Land Use

Land used for commercial purposes more than tripled from 1972 to 1988. This still totaled only 167 commercial acres in Franklin Township for 1988.

- Industrial Land Use

Land used for industrial purposes increased by 40% from 1972 to 1988 at 272 acres to 377 acres, respectively.

- Public and Semi-Public Land Use

Land used for public and/or semi-public uses increased by 3% from 1972 to 1988. This is only 47 new acres of public use.

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#### Zoning Changes

- Residential Category

Residentially zoned areas, during the sixteen year period from 1971 to 1987, increased by 975 acres which is a 48% increase. Very low density single-family zoning led the increase with a 117% jump while medium density (multi-family) was next at 41% followed by 25% for low density single-family.

- Commercial Category

Land zoned for commercial purposes increased by 185 acres (69%) from 1971 to 1987. However, only 1.7% of the township is commercially zoned (1987).

- Industrial Category

Franklin Township acreage zoned for industrial use increased by 55 acres (4.5%) between 1971 and 1987. Heavy industrial zoning contributed to most of this increase.

- Public Category

Acreage devoted to publicly zoned property experienced a substantial increase of 286 acres between 1971 and 1987. This translates into a 28% increase over the same time period.

- Agricultural Category

Agriculturally zoned land declined by 1,534 acres (7%). Agricultural districts occupied 83% of Franklin Township's

total acreage in 1971. Agricultural districts, by 1988, occupied 77%.

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#### Land Use, Zoning and Comprehensive Plan Comparisons

- Residential Use

The 1984 Comprehensive Plan recommends 22,553 acres (85.4%) of Franklin Township land devoted to residential development. The Comprehensive Plan recommends more than six times the residential acreage that existed or was zoned in 1988.

- Commercial Use

The Comprehensive Plan recommends 642 acres (2.4%) of Franklin Township for commercial use. The Comprehensive Plan would support nearly four times the commercial acreage that existed in 1988. However, the number of commercially zoned acres in 1987 was much more than land use at 455.

- Industrial Use

Industrial use acreage accounted for 377 of Franklin Township's acreage in 1988, compared to 1,277 acres zoned. This is 1.4% and 4.8% of the township, respectively. The Comprehensive Plan recommends 1,785 acres or 6.8%.

- Other Use

The Comprehensive Plan's definition of "other" includes special uses (public) and Urban Conservation. Land use and zoning acreages are fairly close at 1,437 (5.4%) and 1,303 (4.9%), respectively. The Comprehensive Plan supports the existing acreage counts at 1,420 or 5.4%.

- Agricultural Use

According to the land use study, 21,089 acres (79.9%) of Franklin Township was vacant in 1988. This includes all acres used for agricultural purposes. The 1984 Comprehensive Plan assumes full development with no agricultural acreage.

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#### Transportation System

Franklin Township's street system is designed in a grid pattern, with I-65, I-74 and Southeastern Avenue serving as diagonals that move traffic in and out of the township.

- Public Transit

The Indianapolis Public Transportation Corporation (METRO) currently operates three bus routes which service a portion of the residential, commercial and retail centers within Franklin Township.

- Bridges

There are 42 bridges in Franklin Township, only six of which are rated below satisfactory.

- High Accident Locations

Approximately 130 potential high accident intersections are monitored in Marion County, of which 48 were rated as high accident intersections in 1986. None of these were located in Franklin Township.

- Franklin Township Roadway Network Performance

Areas of congestion, by the year 2005, will be located predominantly in the western portion of the township. However, levels of service will likely be high (little congestion) for the majority of the township as it is today.

- Planned Roadway Improvement

There are seven projects proposed in Franklin Township during the 1989-1993 transportation program period. All of these projects are bridge improvements or replacements, estimated at \$2,199,000.

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## Franklin Township Public School System and Public Safety Services

- Franklin Township Schools

Franklin Township Community School Corporation serves the vast majority of the township with an enrollment of 4,279 students in 1988. Currently, there are four elementary schools, one middle school and one high school in the school corporation. The Beech Grove High School is also located in Franklin Township in the north west corner of the township, within the Beech Grove city limits.

- Police and Fire Service

The majority of the township receives police service from the Marion County Sheriff's Department, while Beech Grove has its own police department. Fire protection is provided by one of three independent fire stations or the Beech Grove Fire Department.

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## Development Determinants in Franklin Township

- Soils

Soil information indicates that a large amount of the land in Franklin Township is rated "Severe" for urban development. The "Severe" rating was given to the soils in Franklin Township because of: 1) a seasonal high water table, 2) slow permeability, and; 3) the prevalence of surface water ponding. Overcoming these limiting soil characteristics requires both sanitary sewer service and associated surface water removal.

- Sanitary Sewer Systems

The vast majority of Franklin Township is not serviced with sewers. Some developments in the western portion of the township are served with sanitary sewers. The majority of the township could possibly be served due to several major interceptors located within the township. All the developed areas not serviced with sewers rely on septic sewer systems.

- Drainage System

According to the Indianapolis Department of Public Works (DPW), inadequate drainage outlets constitute a significant surface water drainage problem in Franklin Township. Given the poor soil absorption in Franklin Township, some creeks are unable to properly accommodate the runoff.

- Gas, Electrical and Water Service

All major developments in Franklin Township are or can be served by gas and electrical service. Water service is only available in some areas in the western portion of the township.

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## Franklin Township Projections

- Residential Characteristics

Franklin Township would experience a 678% increase in total housing units (45,672), if the township were to realize full development in the manner suggested by the 1984 Comprehensive Plan. This breaks down into 37,222 units of single-family and 8,450 units of multi-family housing.

- Commercial Characteristics

Full or total development as presumed by the 1984 Comprehensive Plan would result in an increase in commercial property of 474 acres over the 167 acres existing in 1988. At full development, a total of 4,291,128 square feet of commercial building space would occupy 514 acres of commercial land in Franklin Township.

- Industrial Characteristics

Under the 1984 Comprehensive Plan's full development scenario, the industrial base would be boosted 273% above the 1988 level in terms of developed acreage.

Square footage of building space would also increase 257% from 364,968 square feet to 1,301,719 square feet.

- Franklin Township's Employment

Given the above increases in commercial and industrial characteristics, the total employment in Franklin Township would rise from (approximate) 6,809 persons in 1988 to roughly 19,531 when Franklin Township is fully developed.

- Conclusion

Given the current (1984) Comprehensive Plan for Franklin Township and recent development trends, increasing pressure to rezone currently agricultural land to residential, commercial and industrial can be expected. Residential development pressures will certainly dominate Franklin Township.

## CHAPTER ONE

### FRANKLIN TOWNSHIP HISTORY

---

Franklin Township was settled as a direct result of the Treaty of 1818 with the Delaware Indians and the subsequent Indian Evacuation of 1819. These events opened Indiana's heartland for settlement by people from southern Indiana and Kentucky as well as pioneers following a well-established migratory route extending from North Carolina through the Cumberland Gap. The City of Indianapolis was organized as the State Capital in 1821, under order of Governor Jennings and the State General Assembly of 1820. This same year of 1821 Franklin Township (named for Benjamin Franklin) was established as a political division of Marion County.

Marion County was so sparsely populated at the time of the General Assembly's move to the new capitol that township political responsibilities were combined into groups, rather than each having its own jurisdiction. Thus, township officials were elected in 1822 for Pike-Wayne, Lawrence-Washington and Center-Warren Townships. The "wilderness" nature of the southern third of the county was perhaps underscored when all three southern townships (i.e., Decatur, Perry and Franklin) were designated a single entity for the purposes of the election (1822). Franklin Township and Perry Township were the last of the Marion County townships to obtain free-standing status in 1827.

The 1821 election for Decatur-Perry-Franklin Townships was conducted at the home of Peter Harmonson, at the direction of the County Commissioners. Mr. Harmonson was also the inspector for that election and was elected Justice of the Peace. Peter Harmonson, thus, became Franklin Township's first elected official.

Elias Stallcop was another early figure in the political history of the township. Mr. Stallcop was appointed its first Road Supervisor. In addition to reporting on the condition of the roads and directing their repair, he was also responsible for maintaining law and order along the rights-of-way by guarding against "assault and batter and affray". The "roads" of that era were simply 48 foot wide lanes through the countryside that had been cleared of trees and brush. Little attempt, if any, was made to grade the roadbed and, at best, low spots were crosslain with logs in an attempt to corduroy the surface. Stumps of larger trees punctuated the right-of-way providing a constant challenge to drays and drivers alike. Rainy seasons turned the bare dirt surfaces into a morass that was virtually impassable.

Roads have always served the purpose of both supporting existing growth and promoting new growth in a community. As such, it is significant to note that virtually the only major road in

Franklin Township was the one that diagonally transversed the township serving as a segment of the route that linked the Cincinnati and northeastern Kentucky area with Indianapolis (a trip that could take upwards of two months by wagon). The road generally followed the route now taken by Southeastern Avenue. It was not until the late 1840's and early 1850's in the midst of a railroad-building boom, that rail was laid through Franklin Township connecting Indianapolis to Cincinnati, Ohio and Madison, Indiana. Access to the township, with these two exceptions, was almost non-existent. This, at least in part, resulted in the slow growth of Franklin in both the 19th and 20th Centuries.

Not until the construction of I-465, I-74 and I-65 in the late 1960's and early 1970's did significant new growth occur. Until that time, the principal use of land in the township was farming. Agriculture remains the principal economic activity to this day with small unincorporated population centers such as Five Points, Acton and Wanamaker mixed with the occasional subdivision.

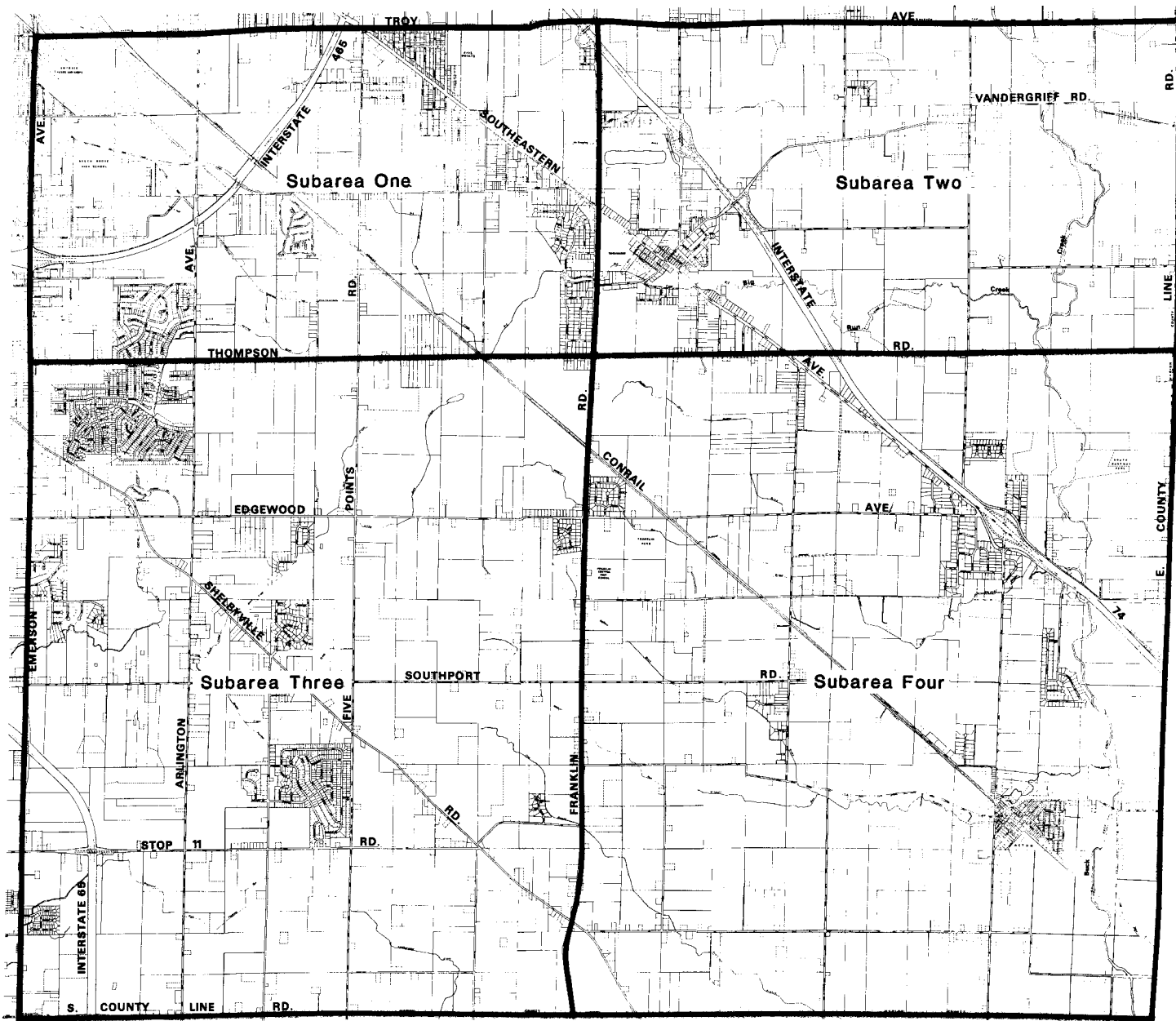
The only incorporated place within the township is the City of Beech Grove of which a small portion lies in the northwest corner of Franklin Township. The settlement of this city was the direct result of the construction and repair shops for the New York Central Railroad. Land for this use was purchased by the railroad in 1906 and 1907. Anticipating the growth that was to take place around the "Yards", Louis McMains and fifty-two others filed for incorporation of 1,708.5 acres populated by 233 residents on June 7, 1906. The election was held on June 19 of the same year with the end result in a plurality for those favoring incorporation after a series of court tests initiated by farmers opposing the move. The Beech Grove Town Board elections of November 9, 1906, resulted in John Wocher, Louis McMains and Herman H. Wheelburg elected trustees and Harry E. Marsh elected the Town Treasurer.

Today, Franklin Township remains the least developed township in Marion County. However, this could change very quickly for a number of reasons. The Interstate Highway routes mentioned previously have improved access in and out of the township. An interceptor sewer system through Franklin Township was built in the early part of this decade making new development more feasible and desirable. Also, the acreage cost of land has become steadily more attractive in Franklin Township as intensive development in other parts of the county has driven real estate cost up. The general topography of the township likewise lends itself to growth minimizing site preparation expenses of developers. Another factor to be considered in its potential growth is the generally positive reputation of its school system.

Far fewer positive features than these have led to rapid development in the past. Today, Franklin Township is ready for (if not on the verge of) urbanization. Its actual development

depends on economic and growth factors as well as the attitudinal characteristics of the overall population. Due to the inherent "developability" of the township, this Comprehensive Plan update must be undertaken. At its conclusion, Franklin Township will be in a far better position to manage its eventual growth.





## FRANKLIN TOWNSHIP

### MAP 1 / SUBAREA LOCATIONS

The preparation of this map  
was financed in part by a  
Community Development Block Grant



September, 1988  
Department of Metropolitan Development  
Division of Planning  
Indianapolis-Marion County, Indiana

## CHAPTER TWO

### FRANKLIN TOWNSHIP DEMOGRAPHICS

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The past 25 years have brought constant population growth to Franklin Township. Some Areas of the township, however, have grown at a much faster rate than others. The northwest portion of the township is heavily impacted by Beech Grove, I-465, Thompson Road, and the commercial expansion along Emerson Avenue. The southwest portion of the township is impacted by Emerson Avenue, Shelbyville Road, Southport Road and I-65. The northeast portion of the township is impacted by Wanamaker, Southeastern Avenue and I-74. Finally, the southeastern portion of the township is impacted by Acton, South Eastway Park and I-74.

The investigation of growth and development trends has required that Franklin Township be subdivided into four subareas for further study and comparison. Subarea One is bounded by Troy Avenue, Thompson Road, Franklin Road and Emerson Avenue. Subarea Two is bounded by Troy Avenue, Thompson Road, East County Line Road and Franklin Road. Subarea Three is bounded by Thompson Road, South County Line Road, Franklin Road and Emerson Avenue. Subarea Four is bounded by Thompson Road, the Johnson County line, East County Line Road and Franklin Road.

#### Population

Franklin Township's population between 1960 and 1980 grew by 124%, which was more than twelve times the county growth rate for the same time period. The projected growth rate from 1980 to 1990 is considerably less than the previous decade. The 1970 to 1980 growth rate was 60% and the 1980 to 1990 rate is projected to be considerably less at 27%. This, however, is still much higher than the projected county increase shown to be 2% during the same time period from 1980 to 1990.

Between 1980 and 1987 Franklin Township experienced the third highest population growth rate out of the nine Marion County townships. Pike was the highest with a 30.05% growth rate followed by Lawrence (9.52%), Franklin (8.82%), Decatur (6.66%), Warren (3.32%), Wayne (2.69%), Washington (1.82%), Perry (.097%) and Center lost population (-2.54%). Provisional estimates of the U.S. Bureau of the Census set the township's population at 17,930 as of July 1, 1986. This would indicate continued, yet slowed, growth during the first half of the 1980's.

Analysis by Franklin Township subarea indicates that the growth pattern was not uniform across the entire township. Subarea One (northwest section) grew by 34% from 1960 to 1970 and 39% from 1970 to 1980. This subarea represented the second highest growth rate of the four subareas. The highest growth rate was in the other western subarea (Subarea Three). This subarea (southwest section) grew by 73% during the 1960's and 191%

during the 1970's. The township grew by 124% in the last 25 years with the vast majority of that growth occurring in the western half. Subarea Two grew by 17% during the 1960's and 12% during the 1970's. Subarea Four grew by 44% during the 1960's and 23% during the 1970's. Thus the southwest quadrant has been consistently growing at a much faster rate than the others. Subarea Three nearly tripled its population during the 1970's. This may be viewed as a direct outgrowth of the buildup that has occurred in Greenwood with its subsequent impact on the development of southern Marion County at the Johnson County Line.

### Age

The age characteristics of Franklin Township have changed significantly during the last 25 years. The under 5 year old population, over the score of years from 1960 to 1980, increased by 70%. This is a large contrast to the 33% decrease for the under 5 cohort for Marion County as a whole during this period. The under 5 year old population, however, was not the only age group to grow substantially in Franklin Township during the twenty year period. The over 65 year old population increased by 96% from 1960 to 1980.

An analysis of age characteristics by subarea reveals a continued growth domination, within all age groups, of the two western subareas (Subarea One and Subarea Three). The southwest quadrant (Subarea Three) experienced a 492% increase in the under 5 age cohort for 1960 through 1980. This percentage was much higher than the other subareas for the cohort. The over 65 group grew by 190% in the northwest quadrant (Subarea One), which was also unmatched by the other subareas.

### Race

Franklin Township is overwhelmingly white dominated, regarding its racial composition. The black population in 1960 constituted only 1.3% of the township's numbers. The Franklin Township percentage of blacks actually declined from 1960 to 1970 and from 1970 to 1980. The black population of this township constituted less than half of one percent in 1980 and was actually outnumbered by Asians (0.6%).

### Education

The level of education for Franklin Township residents followed the national trend of higher levels of completed education over the last 20 years. Only 11% of the over 25 year old population had achieved any college education in 1960. This percentage nearly tripled at 30% by 1980 which was also the percentage of those with some college education (30%) for Marion County. The Franklin Township percentage of people having achieved a high school (only) education was at 36% in 1960 and rose to 46% by 1980. Finally, to illustrate the increased educational

attainment of Franklin Township, the percentage for those having only achieved an elementary education fell drastically from 1960 to 1980 at 53% and 24% respectively. Incidentally, the 24% for Franklin Township was considerably lower than the county percentage which stood at 33. This is further evidence that educational achievement in Franklin Township is greater than the average for Marion County.

Subarea One had the highest percentage of its population with only an elementary education compared to the other subareas in 1980. Subarea Two had the highest percentage of its population with a high school education (only) compared to the other subareas in 1980. Subarea Three had the highest percentage of its population having achieved some college education compared to the other subareas in 1980.

#### Income

The average family income for Franklin Township residents was higher than the county average according to the Census Bureau estimates for 1979 (more recent data is not available). Franklin Township recorded a median family income of \$26,508 compared to the county median which was \$20,819. The median family income for Franklin Township was, in fact, higher than any other township in Marion County. The number of families with income less than \$15,000 was 16% for the township and as high as 32% for the county. The income range from \$15,000 to \$30,000 was much the same for county and township. This range for the county was 42% and the township was 45%. The higher family income percentages represented greater disparity than the middle income range. The median family incomes over \$30,000 for Franklin Township was 39% while only 26% of Marion County families attained this median income over \$30,000.

The subarea level does not reveal a major disparity between the four subareas regarding income distribution within Franklin Township. Subarea Two had the highest median family income at \$27,716, followed by Subarea Three at \$27,002, followed by Subarea Four at \$26,009 and Subarea One at \$26,000.

#### Housing

The growth of the housing stock in Franklin Township is also reflective of the nature of the population moving into the area. The number of housing units from 1960 to 1980 increased by 3231 in Franklin Township. Single-family residential units represented 88% (2833) of this increase. Better than 50% of this growth occurred in the southwest portion of the township (Subarea Three). Franklin Township also experienced a 119% increase in the number of rental units. This large percentage increase, however, only represents about 400 rental units or 14% of the township's housing stock. The vast majority (94%) of the township's new rental housing units were built in the northwest portion of Franklin Township (Subarea One).

As much as 80% of the Franklin Township households are comprised of married-couple families. The Marion County percentage of married-couple households is considerably less at 54. Franklin Township has the highest number of persons per household over all other Marion County townships with 3.12. The only other Marion County Township with over three in this category is Decatur with 3.07.

TABLE 1  
Franklin Township  
Demographic Profile

ITEM	1960	1970	1980	1960-1980 % Change	*1985	*1990	*%Change
<u>POPULATION</u>							
Franklin Twp	7357	10293	16477	+124%	18750	21000	+ 27%
Marion County	697567	792299	765233	+ 10%	780940	797860	+ 2%
Under 5 years							
Franklin Twp	807	785	1369	+ 70%			
Marion County	84931	70867	57075	- 33%			
5-19 years							
Franklin Twp	2316	3619	4596	+ 98%			
Marion County	180462	238095	186967	+ 4%			
20-59 years							
Franklin Twp	3459	4922	8982	+160%			
Marion County	345199	383714	409179	+ 19%			
60-64 years							
Franklin Twp	246	321	515	+109%			
Marion County	27249	31485	32714	+ 19%			
65 years and over							
Franklin Twp	529	646	1015	+ 92%			
Marion County	59194	68138	79298	+ 34%			
<u>HOUSING</u>							
Total Units							
Franklin Twp	2049	2851	5280	+158%			
Marion County	211798	251522	285092	+ 35%			
Owner Occupied							
Franklin Twp	1715	2490	4548	+165%			
Marion County	136064	154941	168539	+ 24%			
Renter Occupied							
Franklin Twp	334	361	732	+119%			
Marion County	75734	96581	116553	+ 54%			
<u>HOUSEHOLDS</u>							
Total Households							
Franklin Twp	2049	2861	5280	+158%			
Marion County	211798	257522	285092	+ 35%			
Persons/Household							
Franklin Twp	N/A	N/A	3.12				
Marion County	3.23	3.09	2.63				
Median Family Income							
Franklin Twp	N/A	N/A	26508	--			
Marion County	6609	10819	17400	+163%			

\* From Indiana State Board  
of Health and Indiana  
University School of  
Business

TABLE 2  
FRANKLIN TOWNSHIP DEMOGRAPHICS  
EDUCATIONAL ATTAINMENT

EDUCATIONAL LEVEL	1960	1970	1980	% Change 1960-1980	% of 1960 Population over 25 years	% of 1980 Population over 25 years
0 - 11 years						
Franklin Twp	2080	2305	2278	+ 10%	53%	24%
Subarea One	833	823	870	+ 4%	58%	29%
Subarea Two	334	457	258	- 23%	43%	23%
Subarea Three	336	488	618	+ 84%	54%	19%
Subarea Four	577	537	532	- 8%	53%	25%
Marion County	211778	187324	144440	- 32%	54%	33%
High School						
Franklin Twp	1394	2248	4348	+ 212%	36%	46%
Subarea One	422	733	1415	+ 235%	30%	47%
Subarea Two	395	359	547	+ 38%	50%	49%
Subarea Three	192	480	1436	+ 648%	30%	45%
Subarea Four	385	676	950	+ 147%	36%	45%
Marion County	106910	139866	163470	+ 53%	27%	37%
1 Or More Years College						
Franklin Twp	442	871	2807	+ 535%	11%	30%
Subarea One	169	298	727	+ 330%	12%	24%
Subarea Two	61	183	316	+ 418%	7%	28%
Subarea Three	98	118	1154	+1078%	16%	36%
Subarea Four	114	272	610	+ 435%	10%	30%
Marion County	71122	92348	136146	+ 91%	19%	30%

## CHAPTER THREE

### FRANKLIN TOWNSHIP LAND USE INVENTORY CHANGES 1972 - 1988

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#### Township Changes

A principle measure of change in any given geographical area is the change that occurs in the use of the land itself. The means used to identify this dynamic was to compare inventories of land use at selected points in time. A comparison was made, in the study of Franklin Township, using information collected from 1972 and 1988. This period was chosen because it has witnessed development in areas throughout the township. Aerial photography and zoning ordinance boundaries were used to establish land use in 1972, while the 1988 inventory was compiled through field surveys conducted in May of that year.

The following is a brief summary of the principle changes in land use as evidenced by comparisons between 1972 and 1988.

#### Vacant Land

Vacant land for the purposes of this study includes idle land as well as that used for agricultural purposes. Franklin Township in 1972 contained 22,821 acres of vacant land which is nearly 87% of the township. The next 16 years saw 1733 of these acres converting to other uses. Just under 80% of Franklin Township was still determined to be vacant as late as 1988.

#### Residential Land Use

The majority of development from previously vacant land between 1972 and 1988 was in the residential category. Residential acreage increased from 1861 in 1972 to 3331 in 1988. Residential land use represented over 12% of the township by 1988. The larger portion of this growth took the form of new single-family dwellings, with 3224 acres developing into this use during the 16 year survey period. New multi-family residential development accounted for the remaining 106 acres of growth in this category.

#### Commercial Land Use

Land used for commercial purposes more than tripled during the study period and, by 1988, occupied 167 acres in Franklin Township. Most of the increase in commercial land use was realized in new or expanded retail operations, with 81 acres developed during the 16 year study period. The majority of this additional retail development was concentrated in the northwest portion of the township, specifically along Emerson Avenue (First Avenue in Beech Grove). The growth in office acreage was more modest. Office development occupied 36 more of the township's acres in 1988 than it did in 1972.



### Industrial Use

Franklin Township land devoted to industrial uses increased by 108 acres, or 40%, during the study period from 1972 to 1988. All new development consisted of light industrial such as warehousing, food packaging and component assembly (most manufacturing would be a heavier industrial use). This light industrial development occurred in the area of the township north of I-465, east of Emerson Avenue and south of Troy Avenue. This is also the location where nearly all Franklin Township industry resided at the study's beginning in 1972.

### Public and Semi-Public Use

Acres in Franklin Township devoted to public or semi-public uses (churches, schools, cemeteries, streets, etc.) increased by 47 during the study period and, in 1988, totaled 1437. Park land totals remained more stable with the township losing 7 acres during the study period.

### Summary

The most prominent feature of land use in Franklin Township, both in 1972 and in 1988, was the large amount of undeveloped acreage. Residential, commercial, industrial or public uses were found to occupy over 1700 acres in 1988, which translates into 80% of Franklin Township categorized as vacant (undeveloped).

The majority of development during the study period was realized in new single-family residences with this type of land use conversion accounting for 79% of all reductions in vacant land. The other two significant development scenarios took the form of additional retail space and light industrial operations.

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### Subarea Land Use Changes

Franklin Township has been segmented into four subareas to provide additional study detail. These four subareas are not homogenous in their land use characteristics. The location and relative land use characteristics present a unique distinction between each subarea.

#### Subarea One

Subarea one is located in the northwest portion of the township. West of Franklin Road and north of Thompson Road, this subarea contains the vast majority of the commercial development and nearly all of Franklin Township's industrial development.

Subarea one, during the study period, realized increases in almost all of the various land uses. Development in subarea one accounted for 462 converted acres from vacant land during the study period. Residential acreage in subarea one gained 272, the majority being developed for single-family homes of less than 1/2 acre each. New office and retail accounted for 85 newly developed acres, totalling 116 commercial acres by 1988. Industrial development in subarea one added 108 acres to the 268 from 1972. Subarea one contained, by 1988, 61% of the office space, 78% of the retail development and over 99% of the industrial acreage in Franklin Township.

LD 194  
MS 70  
COW 95  
LI 102

#### Subarea Two

Subarea two, in the northeastern portion of the township, experienced the lowest rate of vacant (undeveloped) land conversion in Franklin Township during the study period. Between 1972 and 1988, only 116 acres of the subarea's 4430 were developed for residential, commercial, industrial or public use. The majority of new development, 84 acres, was devoted to new single-family residences with lots averaging 1/2 acre or more. The balance of development for subarea two during the study period was as follows: 1) 18 acres of single-family residences on lots less than 1/2 acre; 2) 8 acres of retail and office space; and 3) 6 acres of public use.

#### Subarea Three

Subarea three realized the second most rapid rate of development during the study period. Subarea three is located in the southwest portion of the township, south of Thompson and west of Franklin Roads. As many as 746 acres, or 9% of the subarea's 8572 acres, were developed during the 16 year study period.

The majority of new development in subarea three, not unlike the other subareas, has been residential. Single-family dwellings occupied 97% of all new development in the subarea during the study period. Multi-family residential development increased by 21 acres, while office acreage increased by 20 and public land by 23.

VLD 117  
LD 100

#### Subarea Four

Subarea four, located in the southeastern portion of the township, contains the largest proportion of vacant land, at 84%, than the other three subareas. The developments occurring between 1972 and 1988 were dominated by single-family residential units constructed on 1/2 acre or larger lots. This category represented the addition of 368 newly developed acres for subarea four. Only 25 acres were developed on lots less than 1/2 acre. Only 3 acres of new retail commercial and 15 acres of public land was added during the study period from 1972 to 1988.

VLD 300

TABLE 3  
FRANKLIN TOWNSHIP LAND USE CHANGES  
1972 - 1988

LAND USE	1972	1988	Absolute Change	% Change	1972 % Total	1988 % Total
RESIDENTIAL						
Very Low Density	1416.00	1993.75	577.75	40.8%	5.4%	7.6%
Low Density	428.75	1231.50	802.75	187.2%	1.6%	4.7%
Medium Density	16.00	106.25	90.25	564.1%	0.1%	0.4%
Total Residential	1860.75	3331.50	1470.75	79.0%	7.0%	12.6%
COMMERCIAL						
Office	0.00	36.00	36.00	--	0.0%	0.1%
Retail	50.25	130.75	80.50	160.2%	0.2%	0.5%
Total Commercial	50.25	166.75	116.50	231.8%	0.2%	0.6%
INDUSTRIAL						
Light	34.25	141.75	107.50	313.9%	0.1%	0.5%
Heavy	237.50	237.50	0.00	0.0%	0.9%	0.9%
Total Industrial	271.75	376.50	104.75	38.5%	1.0%	1.4%
PUBLIC & SEMI-PUBLIC						
Parks	197.50	190.75	-6.75	-3.4%	0.7%	0.7%
Public/Semi-Public	228.00	275.50	47.50	20.8%	0.9%	1.0%
Streets	970.50	970.50	0.00	0.0%	3.7%	3.7%
Total Public	1396.00	1436.75	40.75	2.9%	5.3%	5.4%
VACANT	22821.25	21088.50	-1732.75	-7.6%	86.4%	79.9%
TOTAL	26400.00	26400.00				

TABLE 4  
FRANKLIN TOWNSHIP LAND USE CHANGES  
SUBAREA ONE 1972 - 1988

LAND USE	1972	1988	Absolute Change	% Change	1972 % Total	1988 % Total
RESIDENTIAL						
Very Low Density	246.25	254.25	8.00	3.2%	5.6%	5.8%
Low Density	230.00	424.75	194.75	84.7%	5.3%	9.7%
Medium Density	16.00	85.50	69.50	434.4%	0.4%	2.0%
Total Residential	492.25	764.50	272.25	55.3%	11.3%	17.5%
COMMERCIAL						
Office	0.00	14.00	14.00	--	0.0%	0.3%
Retail	30.75	101.50	70.75	230.1%	0.7%	2.3%
Total Commercial	30.75	115.50	84.75	275.6%	0.7%	2.6%
INDUSTRIAL						
Light	31.00	139.00	108.00	348.4%	0.7%	3.2%
Heavy	237.50	237.50	0.00	0.0%	5.4%	5.4%
Total Industrial	268.50	376.50	108.00	40.2%	6.2%	8.6%
PUBLIC & SEMI-PUBLIC						
Parks	6.75	0.00	-6.75	-100.0%	0.2%	0.0%
Public/Semi-Public	84.00	87.50	3.50	4.2%	1.9%	2.0%
Streets	262.85	262.85	0.00	0.0%	6.0%	6.0%
Total Public	353.60	350.35	-3.25	-0.9%	8.1%	8.0%
VACANT	3217.40	2755.40	-462.00	-14.4%	73.8%	63.2%
TOTAL	4362.50	4362.50				

TABLE 5  
FRANKLIN TOWNSHIP LAND USE CHANGES  
SUBAREA TWO 1972 - 1988

LAND USE	1972	1988	Absolute Change	% Change	1972 % Total	1988 % Total
RESIDENTIAL						
Very Low Density	297.00	381.00	84.00	28.3%	6.7%	8.6%
Low Density	74.50	92.50	18.00	24.2%	1.7%	2.1%
Medium Density	0.00	0.00	0.00	--	0.0%	0.0%
Total Residential	371.50	473.50	102.00	27.5%	8.4%	10.7%
COMMERCIAL						
Office	0.00	1.50	1.50	--	0.0%	0.0%
Retail	7.75	14.50	6.75	87.1%	0.2%	0.3%
Total Commercial	7.75	16.00	8.25	106.5%	0.2%	0.4%
INDUSTRIAL						
Light	0.00	0.00	0.00	--	0.0%	0.0%
Heavy	0.00	0.00	0.00	--	0.0%	0.0%
Total Industrial	0.00	0.00	0.00	--	0.0%	0.0%
PUBLIC & SEMI-PUBLIC						
Parks	18.00	18.00	0.00	0.0%	0.4%	0.4%
Public/Semi-Public	48.75	54.50	5.75	11.8%	1.1%	1.2%
Streets	192.95	192.95	0.00	0.0%	4.3%	4.3%
Total Public	259.70	265.45	5.75	2.2%	5.9%	6.0%
VACANT	3797.05	3681.05	-116.00	-3.1%	85.6%	83.0%
TOTAL	4436.00	4436.00				

TABLE 6  
FRANKLIN TOWNSHIP LAND USE CHANGES  
SUBAREA THREE 1972 - 1988

LAND USE	1972	1988	Absolute Change	% Change	1972 % Total	1988 % Total
RESIDENTIAL						
Very Low Density	437.75	555.00	117.25	26.8%	5.1%	6.5%
Low Density	42.25	607.00	564.75	1336.7%	0.5%	7.1%
Medium Density	0.00	20.75	20.75	--	0.0%	0.2%
Total Residential	480.00	1182.75	702.75	146.4%	5.6%	13.9%
COMMERCIAL						
Office	0.00	20.50	20.50	--	0.0%	0.2%
Retail	5.25	5.00	-0.25	-4.8%	0.1%	0.1%
Total Commercial	5.25	25.50	20.25	385.7%	0.1%	0.3%
INDUSTRIAL						
Light	0.00	0.00	0.00	--	0.0%	0.0%
Heavy	0.00	0.00	0.00	--	0.0%	0.0%
Total Industrial	0.00	0.00	0.00	--	0.0%	0.0%
PUBLIC & SEMI-PUBLIC						
Parks	11.00	11.00	0.00	0.0%	0.1%	0.1%
Public/Semi-Public	25.25	48.50	23.25	92.1%	0.3%	0.6%
Streets	250.40	250.40	0.00	0.0%	2.9%	2.9%
Total Public	286.65	309.90	23.25	8.1%	3.4%	3.6%
VACANT	7757.60	7011.35	-746.25	-9.6%	91.0%	82.2%
TOTAL	8529.50	8529.50				

TABLE 7  
FRANKLIN TOWNSHIP LAND USE CHANGES  
SUBAREA FOUR 1972 - 1988

LAND USE	1972	1988	Absolute Change	% Change	1972 % Total	1988 % Total
RESIDENTIAL						
Very Low Density	435.00	803.50	368.50	84.7%	4.8%	8.9%
Low Density	82.00	107.25	25.25	30.8%	0.9%	1.2%
Medium Density	0.00	0.00	0.00	--	0.0%	0.0%
Total Residential	517.00	910.75	393.75	76.2%	5.7%	10.0%
COMMERCIAL						
Office	0.00	0.00	0.00	--	0.0%	0.0%
Retail	6.50	9.75	3.25	50.0%	0.1%	0.1%
Total Commercial	6.50	9.75	3.25	50.0%	0.1%	0.1%
INDUSTRIAL						
Light	3.25	2.75	-0.50	-15.4%	0.0%	0.0%
Heavy	0.00	0.00	0.00	--	0.0%	0.0%
Total Industrial	3.25	2.75	-0.50	-15.4%	0.0%	0.0%
PUBLIC & SEMI-PUBLIC						
Parks	161.75	161.75	0.00	0.0%	1.8%	1.8%
Public/Semi-Public	70.00	85.00	15.00	21.4%	0.8%	0.9%
Streets	264.30	264.30	0.00	0.0%	2.9%	2.9%
Total Public	496.05	511.05	15.00	3.0%	5.5%	5.6%
VACANT	8049.20	7637.70	-411.50	-5.1%	88.7%	84.2%
TOTAL	9072.00	9072.00				

CHAPTER FOUR  
FRANKLIN TOWNSHIP ZONING CHANGES  
1971 - 1987

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One way to monitor the type and direction of an area's future development is to examine zoning changes that have occurred over time. The period from 1971 through 1987 was studied for zoning changes in Franklin Township. This timeframe was chosen because it was characterized by notable development and also corresponds closely to the period used for the land use inventory in this study.

Ninety-five primary and special use zoning districts are contained in the Marion County Zoning Ordinance. These districts were consolidated into five zoning categories (residential, commercial, industrial, public/semi-public and agricultural) to establish a more manageable number of districts and to provide a categorical correlation with the land use inventory. Zoning sub-categories were then created under these five categories, according to the densities and land use. Zoning counts also include streets encompassed by the zoning districts, except in the cases where two districts meet along a street. The latter case is where zoning category boundaries were placed at the center of streets, which includes township, city, county and state roads, but does not include interstates. Zoning categories are not given to interstates. An explanation of each sub-category is presented in the following pages.

#### Description of Zoning Categories

Residential Category - The residential category was separated into three sub-categories according to the density of dwelling units per acre:

1. Very Low Density - This sub-category contains single-family units with densities up to and including 2 units per gross acre. Areas in this sub-category are zoned D-S, D-1 and D-2.
2. Low Density - Single-family or two-family (on corner lots only) dwellings ranging from greater than 2 up to and including 5 units per gross acre are included in this sub-category. Areas in this sub-category are zoned D-3, D-4 and D-5.
3. Medium Density - All apartment-type dwellings, with densities ranging from greater than 5 to 15 units per gross acre are included in this sub-category. Areas in this sub-category are zoned D-6, D-6II, D-7, D-11, D-12 and D-P.



Commercial Category - The commercial category was also divided into two sub-categories (office and retail) according to land use:

1. Office - Office districts permit buildings and associated property where record keeping, clerical work, or administrative and professional activities are generally transacted and where the general public's rights and access are restricted. The zoning districts included in this sub-category are C-1, C-2, and C-S (when office use is specified).
2. Retail - Retail districts permit buildings and associated property where goods are sold to the ultimate consumer and where public access is generally unrestricted. This sub-category includes the C-3 through C-7 and CID zoning districts (C-S is included when retail use is specified).

Industrial Category - The industrial category was separated into light and heavy industrial sub-categories:

1. Light Industrial - Light industrial uses are predominantly contained in enclosed buildings and have very limited outside storage of raw materials, equipment or manufactured products. Zoning districts I-1-S, I-1-U, I-2-S and I-2-U are included in this sub-category.
2. Heavy Industrial - Heavy industrial uses are those manufacturing, processing, warehousing and distribution activities which require buildings and open areas for their activities and which have a greater nuisance factor than light industrial uses. This sub-category includes I-3-S, I-3-U, I-4-S, I-4-U, I-5-S and I-5-U zoning districts.

Public Category - The public category was divided into three sub-categories: parks, special uses and interstates.

1. Parks - Parkland is included in this sub-category. The primary park district (PK-1) permits all sizes and ranges of public parkland and facilities.
2. Special Uses - These districts include land activities with characteristics of operation not readily permitting classification in the usual residential, commercial or industrial districts. Special Use districts are necessary to the livability and economic health of the community, but specific control is also needed. Special uses include churches, schools, hospitals, power substations, community centers, etc.
3. Interstates - Since interstates are not given a zoning designation, this sub-category is needed to account for their extensions and right-of-ways as they traverse Franklin Township.

Agricultural Category - The agricultural category includes the A-1 and A-2 zoning districts and is the only category in this study not divided into sub-categories. The A-1 and A-2 districts permit the production of field crops, storage structures, grazing, commercial greenhouses and stands for the sale of agricultural products.

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## Franklin Township Zoning Changes

### Residential Category

Residentially zoned areas, during the 16 year study from 1971 to 1987, increased by 975 acres (a 48% increase). Residential districts, in 1971, constituted 7.7% of the township's total acreage. These districts, by 1987, rose to 11.4%.

The vast majority of this residential growth stems from the growth of very low density single-family zoning acreage. Very low density single-family zoning increased 117%, followed by a 41% and 25% increase in medium density and low density, respectively. Absolute numbers yield a 539 acre increase in medium-density and 316 additional acres for low density.

Very low density single-family residential zoning accounted for 1.7% of Franklin Township in 1971 and increased to 3.8% by 1987. Low density residential increased from 4.8% to 6% over the same time period. Medium density zoning also increased, from 1.1% to 1.6% from 1971 to 1987. The residential use of land, overall in Franklin Township, is dominated by low density residentially zoned land. This advantage, however, has decreased somewhat in the face of tremendous growth in the very low density zoning sub-category.

### Commercial Category

Acreage zoned for commercial purposes increased by 185 (69%) from 1971 to 1987. This increase resulted in commercially zoned acreage equaling 1.7% of the total township acreage in 1987, up from 1% in 1971.

Office commercial zoning districts experienced growth from 6.5 acres in 1971 to 107.75 by 1987, a substantial increase for a predominantly agricultural township. Retail zoning increased 32%, from 263.25 to 347 acres over the 16 year study period. Office districts increased in 1987 to 0.4% of the entire township's acreage (up from 0.03% in 1971). Retail districts increased from 1% in 1971 to 1.3% in 1987.

### Industrial Category

Franklin Township acreage zoned for industrial use increased by 55 acres (4.5%) between 1971 and 1987. The vast majority of this increase occurred in the northwestern portion of the township. Heavy industrial zoning contributed most to this increase, although light industrial also increased

significantly. There was a slight decrease in both sub-categories in the southeastern portion of the township, but this was more than compensated by increased industrial zoning in the areas nearer the center of Indianapolis.

Industrial zoning acreage occupied 4.6% of the total Franklin Township acreage in 1971. This increased to 4.8% by 1987. Light and heavy industrial zoning gained, during the study period, from 2% of the township to 2.1% and 2.6% to 2.8%, respectively.

#### Public Category

Acreage devoted to public or semi-public zoning experienced a substantial increase of 285.75 acres (28.1%) between 1971 and 1987. Special uses dominated this zoning acreage increase, while parkland zoning also witnessed a substantial acreage increase. Parkland zoning in Franklin Township increased by 96.75 acres (57.4%) over the sixteen year period. Special uses zoning increased by 189 acres or 32.5%. The absence of zoning on interstates did not change since the interstates were completed prior to 1971.

Public use zoning occupied 3.9% of Franklin Township's total acreage in 1971 and increased to 4.9% by 1987. Approximately five percent of Franklin Township's total zoning acreage was dedicated to public land use in 1987 due to the large increase in special uses. It is very common for special uses to grow at a rate similar to that of residential growth. Many special uses act as support for residential development (such as schools, churches, public facilities, etc.).

#### Agricultural Category

Agricultural districts occupied 77% of Franklin Township's zoning acreage in 1987, down from 83% in 1971. Agriculturally zoned land declined by 1534 acres during the same time period. This is a decline of 7%. The rezoning of agricultural areas is the result of increased development pressures experienced in Franklin Township.

#### Zoning Change Summary

Franklin Township, in summary, has experienced continued development which requires numerous zoning changes. An additional 1534 acres of residential, commercial, industrial and publicly zoned land were added as agriculturally zoned land was rezoned for other uses at the equivalent amount of 1534 acres. Based on this analysis, the following conclusions emerge:

- \* 975 acre increase for all dwelling districts
- \* 539 acre increase for very low density single-family dwelling districts

- \* 316 acre increase for low density single-family dwelling district
  - \* 120 acre increase for medium density (multi-family) dwelling districts
  - \* 185 acre increase for commercial districts
  - \* 55 acre increase for industrial districts
  - \* 286 acre increase for public and semi-public districts
  - \* 1534 acre decrease for agricultural districts
- 

## Subarea Zoning Changes

### Subarea One

Subarea One, of the four subareas in Franklin Township, experienced the second highest loss of agriculturally zoned acres between 1971 and 1987. Agriculturally zoned land decreased by 384 acres during this period. Residentially zoned acreage increased by 90 acres, commercial by 144, industrial by 58 and public by 92. This loss of agricultural zoning comprised a decrease from 58% in 1971 to 49% in 1987 for the subarea. Agricultural zoning, however, is not the only category to lose acreage. Low density single-family residential acreage also declined in Subarea One. This category experienced an 8% decline or 54 acres over the 16 year period.

The overall growth in residential zoning shows that the decrease in low density was offset by substantial increases in the other residential sub-categories. Very low density single-family residential experienced a 34% increase (67.5 acres) and medium density (multi-family) experienced an increase of 66% (76.5 acres). These increases more than compensate for the 8% decrease in low density acreage. Very low density districts represented 4.5% of the subarea in 1971 and increased to 6.1% by 1987. Low density districts decreased from 15.4% to 14.1% and medium density (multi-family) increased from 2.7% to 4.4% during the 16 year study period.

Commercially zoned property in Subarea One experienced a substantial increase of 214%, reflecting the rapid urbanization of the subarea. The large commercial growth was shared by both the office and the retail sub-categories. Commercial zoning in 1971 represented 1.5% of Subarea One and increased to 4.8% by 1987.

Both light and heavy industrial zoning acreages showed increases, but light industrial more significantly at 138% or 16 acres. Heavy industrial zoning only increased by about 8% but this represents a greater absolute change of 43 acres. Industrial zoning, as a whole, increased from 13.1% of Subarea One in 1971 to 14.5% by 1987.

Public zoning acreage also made substantial gains from 1971 to 1987. The increase of 59 acres (27.7%) translated into an increase from 4.8% to 6.2% of total subarea acreage during the study period. Parks and interstates showed no change, while the special use sub-category showed a 33% increase (59 acres).

### Subarea Two

Subarea Two lost zoning acreage in the special use category as well as the expected agricultural category. Other zoning categories gained 42 acres from the previously agricultural stock and 8.25 from special use districts. This represents 1.1% and 5.7% losses for agricultural and special use districts, respectively.

The very low and low density single-family residential zoning categories experienced no change. Medium density (multi-family), however, increased by 19.5 acres, the first such multi-family zoning in Subarea Two. Residential, overall, experienced little change representing 6% of the subarea in 1971 and 6.4% in 1987.

Commercial zoning also increased only slightly during the study period, from 0.6% to 1.3% of total subarea acreage. Retail commercial accounted for the vast majority of this increase, up 28.5 acres from 1971. There were only about 2 acres added for office commercial within Subarea Two.

Subarea Two is the only subarea of the four containing no industrially zoned acreage (1987).

The public category, as mentioned earlier, decreased its zoning acres from 1971 to 1987. This decrease is a result of an 8.25 acre decrease in the special use sub-category, while no change was experienced in land allotted to interstate use. Subarea Two does not contain parkland.

### Subarea Three

Subarea Three was subject to the greatest loss of agriculturally zoned land, during the study period, at 944 acres (12.4%). This represents a decrease from 89% to 78% of total subarea land over the 16 year study period from 1971 to 1987.

Residential zoning experienced a substantial increase of 166% (779 acres). This represents a study period increase from 5.5% to 14.6% of the subarea acreage. All three residential sub-categories shared in this growth, with low density leading in both absolute (464 acres) and percentage (371%) increases. Following closely was very low density with an increase of 292 acres (178%) and also medium density (multi-family) with 23 additional acres (13%).

This subarea also experienced a boom in office zoning, up 61.5 acres. Retail zoning, however, showed a substantial decrease of over 31 acres (- 26%). These two sub-categories combine to give the commercial category a slight increase in percentage of total subarea acreage (from 1971 to 1987) from 1.4% to 1.8%.

No change in acreage was experienced by the industrially zoned areas of Subarea Three. This category contained a steady 2.7% of the total subarea acreage.

The public category in this subarea contained no parkland in both 1971 and 1987. The special use sub-category, however, increased by 134.5 acres (322%). Once again, the area devoted to interstates remained unchanged. Overall, this category increased from 1.3% to 2.9% of total subarea acreage from 1971 to 1987.

#### Subarea Four

Subarea Four experienced a zoning acreage decrease in agricultural, low density residential (single-family), retail commercial and industrial districts. Agriculturally zoned land decreased by 165 acres, representing a 2.1% change during the 16 year period. Agricultural districts represented 86.1% of Subarea Four in 1971 and fell to 84.3% by 1987.

Residential zoning, as a whole, increased by 87 acres, an increase of 28%. This is an increase from 3.5% to 4.4% of total subarea acreage during the 16 year study period. Very low density single-family residential increased 180 acres, a 207% increase over the 1971 acreage. Medium density (multi-family) also increased, if only slightly. Low density single-family residential, however, lost 94 acres, which is a 41% decline.

Commercial zoning in Subarea Four decreased by almost 20 acres, a drop of 36%. Office commercial zoning experienced no change. Retail commercial, therefore, accounted for all of this decrease.

Industrial zoning in Subarea Four also experienced a decline, but of only very slight proportions. The overall industrial zoning loss of 3.5 acres (- 0.8%) is of little significance to the subarea.

Public zoning showed an increase of 101 acres, which is a 21% increase. Parkland zoning increased by almost 97 acres, a 57% increase. Special use zoning increased by 4 acres (1.9%). Interstate boundaries have remained unchanged from 1971 to 1987. Overall, the public category had increased from 5.2% of Subarea Four in 1971 to 6.3% by 1987.

TABLE 8  
FRANKLIN TOWNSHIP ZONING CHANGES  
1971 - 1987

ZONING TYPE	1971	1987	Absolute Change	% Change	1971 % Total	1987 % Total
RESIDENTIAL						
Very Low Density	460.20	999.25	539.05	117.1%	1.7%	3.8%
Low Density	1274.75	1590.75	316.00	24.8%	4.8%	6.0%
Medium Density	295.00	415.25	120.25	40.8%	1.1%	1.6%
Total Residential	2029.95	3005.25	975.30	48.0%	7.7%	11.4%
COMMERCIAL						
Office	6.50	107.75	101.25	1557.7%	0.0%	0.4%
Retail	263.25	347.00	83.75	31.8%	1.0%	1.3%
Total Commercial	269.75	454.75	185.00	68.6%	1.0%	1.7%
INDUSTRIAL						
Light	535.50	550.00	14.50	2.7%	2.0%	2.1%
Heavy	686.50	727.00	40.50	5.9%	2.6%	2.8%
Total Industrial	1222.00	1277.00	55.00	4.5%	4.6%	4.8%
PUBLIC & SEMI-PUBLIC						
Parks	168.50	265.25	96.75	57.4%	0.6%	1.0%
Special Uses	582.50	771.50	189.00	32.4%	2.2%	2.9%
Interstates	266.50	266.50	0.00	0.0%	1.0%	1.0%
Total Public	1017.50	1303.25	285.75	28.1%	3.9%	4.9%
AGRICULTURE	21860.80	20359.75	-1534.05	-7.0%	82.8%	77.1%
TOTAL	26400.00	26400.00				

TABLE 9  
FRANKLIN TOWNSHIP ZONING CHANGES  
SUBAREA ONE 1971 - 1987

ZONING TYPE	1971	1987	Absolute Change	% Change	1971 % Total	1987 % Total
RESIDENTIAL						
Very Low Density	196.50	264.00	67.50	34.4%	4.5%	6.1%
Low Density	669.75	615.50	-54.25	-8.1%	15.4%	14.1%
Medium Density	115.50	192.00	76.50	66.2%	2.6%	4.4%
Total Residential	981.75	1071.50	89.75	9.1%	22.5%	24.6%
COMMERCIAL						
Office	2.00	39.50	37.50	1875.0%	0.0%	0.9%
Retail	65.25	171.50	106.25	162.8%	1.5%	3.9%
Total Commercial	67.25	211.00	143.75	213.8%	1.5%	4.8%
INDUSTRIAL						
Light	11.25	26.75	15.50	137.8%	0.3%	0.6%
Heavy	562.25	605.25	43.00	7.6%	12.9%	13.9%
Total Industrial	573.50	632.00	58.50	10.2%	13.1%	14.5%
PUBLIC & SEMI-PUBLIC						
Parks	0.00	0.00	0.00	0.0%	0.0%	0.0%
Special Uses	177.50	236.00	58.50	33.0%	4.1%	5.4%
Interstates	33.50	33.50	0.00	0.0%	0.8%	0.8%
Total Public	211.00	269.50	58.50	27.7%	4.8%	6.2%
AGRICULTURE	2529.0	2145.5	-383.5	-15.2%	58.0%	49.2%
TOTAL	4362.5	4362.5				



TABLE 10  
FRANKLIN TOWNSHIP ZONING CHANGES  
SUBAREA TWO 1971 - 1987

ZONING TYPE	1971	1987	Absolute Change	% Change	1971 % Total	1987 % Total
RESIDENTIAL						
Very Low Density	12.50	12.50	0.00	0.0%	0.3%	0.3%
Low Density	251.75	251.75	0.00	0.0%	5.7%	5.7%
Medium Density	0.00	19.50	19.50	--	0.0%	0.4%
Total Residential	264.25	283.75	19.50	7.4%	6.0%	6.4%
COMMERCIAL						
Office	0.00	2.25	2.25	--	0.0%	0.1%
Retail	26.00	54.50	28.50	109.6%	0.6%	1.2%
Total Commercial	26.00	56.75	30.75	118.3%	0.6%	1.3%
INDUSTRIAL						
Light	0.00	0.00	0.00	0.0%	0.0%	0.0%
Heavy	0.00	0.00	0.00	0.0%	0.0%	0.0%
Total Industrial	0.00	0.00	0.00	0.0%	0.0%	0.0%
PUBLIC & SEMI-PUBLIC						
Parks	0.00	0.00	0.00	0.0%	0.0%	0.0%
Special Uses	145.00	136.75	-8.25	-5.7%	3.3%	3.1%
Interstates	77.75	77.75	0.00	0.0%	1.8%	1.8%
Total Public	222.75	214.50	-8.25	-3.7%	5.0%	4.8%
AGRICULTURE	3923.00	3881.00	-42.00		88.4%	87.5%
TOTAL	4436.00	4436.00				

TABLE 11  
FRANKLIN TOWNSHIP ZONING CHANGES  
SUBAREA THREE 1971 - 1987

ZONING TYPE	1971	1987	Absolute Change	% Change	1971 % Total	1987 % Total
RESIDENTIAL						
Very Low Density	164.20	456.00	291.80	177.7%	1.9%	5.3%
Low Density	125.00	589.00	464.00	371.2%	1.5%	6.9%
Medium Density	179.50	202.50	23.00	12.8%	2.1%	2.4%
Total Residential	468.70	1247.50	778.80	166.2%	5.5%	14.6%
COMMERCIAL						
Office	0.00	61.50	61.50	--	0.0%	0.7%
Retail	121.75	90.50	-31.25	-25.7%	1.4%	1.1%
Total Commercial	121.75	152.00	30.25	24.8%	1.4%	1.8%
INDUSTRIAL						
Light	188.50	188.50	0.00	0.0%	2.2%	2.2%
Heavy	38.25	38.25	0.00	0.0%	0.4%	0.4%
Total Industrial	226.75	226.75	0.00	0.0%	2.7%	2.7%
PUBLIC						
Parks	0.00	0.00	0.00	100.0%	0.0%	0.0%
Special Uses	41.75	176.25	134.50	322.2%	0.5%	2.1%
Interstates	72.00	72.00	0.00	0.0%	0.8%	0.8%
Total Public	113.75	248.25	134.50	118.2%	1.3%	2.9%
AGRICULTURE	7598.55	6655.00	-943.55	-12.4%	89.1%	78.0%
TOTAL	8529.50	8529.50				

TABLE 12  
FRANKLIN TOWNSHIP ZONING CHANGES  
SUBAREA FOUR 1971 - 1987

ZONING TYPE	1971	1987	Absolute Change	% Change	1971 % Total	1987 % Total
RESIDENTIAL						
Very Low Density	87.00	266.75	179.75	206.6%	1.0%	2.9%
Low Density	228.25	134.50	-93.75	-41.1%	2.5%	1.5%
Medium Density	0.00	1.25	1.25	--	0.0%	0.0%
Total Residential	315.25	402.50	87.25	27.7%	3.5%	4.4%
COMMERCIAL						
Office	4.50	4.50	0.00	0.0%	0.0%	0.0%
Retail	50.25	30.50	-19.75	-39.3%	0.6%	0.3%
Total Commercial	54.75	35.00	-19.75	-36.1%	0.6%	0.4%
INDUSTRIAL						
Light	335.75	334.75	-1.00	-0.3%	3.7%	3.7%
Heavy	86.00	83.50	-2.50	-2.9%	0.9%	0.9%
Total Industrial	421.75	418.25	-3.50	-0.8%	4.6%	4.6%
PUBLIC						
Parks	168.50	265.25	96.75	57.4%	1.9%	2.9%
Special Uses	218.25	222.50	4.25	1.9%	2.4%	2.5%
Interstates	83.25	83.25	0.00	0.0%	0.9%	0.9%
Total Public	470.00	571.00	101.00	21.5%	5.2%	6.3%
AGRICULTURE	7810.25	7645.25	-165.00	-2.1%	86.1%	84.3%
TOTAL	9072.00	9072.00				

CHAPTER FIVE  
LAND USE, ZONING AND COMPREHENSIVE PLAN  
COMPARISONS

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### Methodology

Three files (or data bases) are compared in this section. They are:

1. General land use plan taken from the Marion County Comprehensive Plan which recommends a land use pattern for Perry Township;
2. Current zoning ordinance which indicates 1987 zoning classifications for each land parcel in the township; and
3. Land use inventory which indicates the 1988 land uses.

The Marion County Comprehensive Plan (adopted in 1984) contains a general land use plan for each township. Chapter 5 compares the Marion County Comprehensive Plan as it affects Franklin Township to the land use and zoning inventories previously discussed in this study. These comparisons will offer insight regarding the success of the general land use plan objectives.

Unfortunately, exact comparisons between the Comprehensive Plan, Land Use Inventory and Zoning Ordinance cannot be made since land use classifications and boundary lines differ among them. The Zoning Ordinance, for example, contains two agricultural districts that have some correlation to the vacant land category contained in the land use inventory. However, the Comprehensive Plan is a policy guide that assumes full development. It contains no vacant land or agricultural categories for comparisons.

The boundary line problem principally affects the vacant land category of the Land Use Inventory when compared to the zoning districts. Property lines generally serve as the determinant when a zoning boundary is needed. The land use inventory was prepared from aerial photography that does not identify property lines. Therefore, general estimates were made in the land use inventory regarding the amount of actual land being utilized by each use. This method generated high vacant land use numbers for the land use inventory.

The limitations are inherent in any analysis of land use employing these three information bases. However, it is still possible to offer the generalized comparisons that follow:

### Perry Township Comparisons

It is important to reemphasize that the Marion County Comprehensive Plan is a policy guide to direct a community's

development. The purpose of the Comprehensive Plan is to provide an overall guide to development that optimizes use of the land area while safeguarding the private interests of residents as well as the well-being of the community at large. The Plan is a policy guide and does not mandate new development. Although often encouraged, all new development is not required to conform with the Plan.

### Residential

Residentially developed land, in 1988, accounted for 3332 acres or 12.6% of the total land area of Franklin Township. Current zoning, as of 1987 showed 3005 acres being used for residential purposes (11.4%). The Comprehensive Plan shows 22,553 acres (85.4%) devoted to residential development. The Comprehensive Plan, therefore, recommends more than six times as much residential acreage as exists currently (1988). This large disparity is due to the still predominant agricultural nature of Franklin Township. Future development of residential properties will occur primarily on land that is currently vacant in the land use inventory study and designated as agricultural in the zoning inventory.

The above mentioned disparity between the land use and zoning acreage and the Comprehensive Plan acreage exists within the sub-elements of the residential category. Very low density residential uses accounted for 1994 acres or 7.6% of Franklin Township. This same sub-category (very low density residential) showed 999 zoned acres or 3.8%. The Comprehensive Plan, however, recommends up to 5951 acres or 22.5% of the township. The disparity is more evident in the low density residential sub-category where the land use and zoning acreage percentages combine to just over 10% and the Comprehensive Plan recommends up to 58.8%.

Medium density (multi-family) residential development shows the least comparable disparity. Land use and zoning acreages combine to 2% of the township, while the Comprehensive Plan recommends up to 4.1%.

### Commercial

A very small percentage of Franklin Township's overall acreage is devoted to commercial uses. Only 167 acres of commercial uses existed in 1988, which is 0.6% of the township. More acres were zoned for commercial uses in 1987. This zoning category's acreage totaled 455 acres or 1.7% of the township. The Comprehensive Plan would support more commercial acreage up to 642 or 2.4% of Franklin Township.

The comparison of office and retail properties is not adequate for the purposes of this study. The Comprehensive Plan does not delineate office commercial from retail commercial. Also, a

considered as equivalent in the land use inventory. The section covering projections in Chapter 9 will provide a comparison of floor space used for office versus retail purposes.

### Industrial

The natural progression from land use to zoning to Comprehensive Plan acreage exists within the industrial category as it did with the commercial category. Franklin Township industrial land use in 1988 accounted for 377 acres or 1.4% of the township. Zoning acreage stood at 1277 or 4.8% in 1987 and the Comprehensive Plan at 1785 or 6.8%.

The heavy industrial sub-category dominated both the existing land use acreage and the 1987 zoning acreage but not acreage designated in the Comprehensive Plan. Light industrial uses accounted for 142 acres or 0.5% while zoned acres stood at 550 acres or 2.1% in 1987. The Comprehensive Plan, however, recommends up to 1049 acres or 4% of the township to be reserved for light industrial. Heavy industrial uses occupy 238 acres or 0.9% and 1987 zoning stood at 727 or 2.8%. The Comprehensive Plan recommends only slightly more acres than were zoned for heavy industrial in 1987. Only 737 acres are recommended for heavy industrial development compared to 727 acres currently zoned for heavy industrial. Both zoning acreage and Comprehensive Plan acreage for heavy industrial show approximately 2.8% of the township.

### Other

Land used or planned for public or semi-public purposes (schools, churches, etc.) and streets are included in this category. Land which is recommended to remain idle is also included in this "other" category. The majority of idle land designated in the Comprehensive Plan is shown as Urban Conservation due to the flood plain of Buck Creek and Big Run Creek. The Comprehensive Plan cannot support development in a flood potential area for obvious reasons.

The 1988 land use survey shows 1437 acres devoted to public and semi-public uses or 5.4% of Franklin Township. The 1987 zoning acreage totaled 1303 or 4.9%. The category of "other" from the Comprehensive Plan is fairly close to the land use acreage and zoning acreage at 1420 or 5.4% of the township. The Comprehensive Plan has not thoroughly addressed the number of public uses needed to support a township the size of Franklin. The long-range planning for schools was possibly underestimated in the Comprehensive Plan. The long-range planning for churches is nearly impossible on a township-wide scale since churches can develop in both residential and commercial areas.

## Agriculture

The total area of Franklin Township devoted to agricultural zoning in 1987 was 20,360 acres or 77.1%. The Comprehensive Plan, which prepares the township for appropriate (full) development, does not designate any land area for agricultural purposes.

## Vacant

According to the land use study, 21,089 acres (79.9%) of Franklin Township is vacant in 1988. This includes all areas either idle or currently used for agricultural purposes. The Comprehensive Plan, although assuming full development, contains 1420 acres or 5.4% in the previously mentioned "other" category. Much of this 1420 acres is recommended to remain idle or vacant such as the Urban Conservation (flood plain) category.

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## Subarea Comparisons

### Subarea One

Subarea One in 1988 contained 765 acres of residentially used land, which accounts for 17.5% of the subarea. The Comprehensive Plan, however, recommends up to 2654 acres for residential purposes, which is 60.8% of the subarea. Furthermore, the 1987 residentially zoned acres (1072) is less than half of the acres dedicated in the Comprehensive Plan which indicates potential for future residential growth.

Commercial uses occupied 116 acres (2.6%) of Subarea One in 1988. Commercial zoning, in 1987, occupied nearly twice this at 211 acres (4.8% of the subarea). The Comprehensive Plan recommends 252 acres of commercial development, which is 5.8% of the subarea. The Comprehensive Plan would support more than twice the commercial use in Subarea One than existed in 1988, but only slightly more than was zoned for commercial in 1987.

Industrial uses in 1988 occupied 377 acres or 8.6% of the subarea. Industrial zoning in 1987 stood at 14.5% (632 acres). The Comprehensive Plan, however, recommends up to 1318 acres industrial or 30.2%, which is more than the use acreage and zoning acreage combined. The Comprehensive Plan, therefore, would support a great deal more industrial development than currently (1988) exists.

The Comprehensive Plan recommends only 139 acres be devoted to public or semi-public uses (3.2% of the subarea). More than twice this acreage was used in 1988 for public or semi-public uses and nearly twice was zoned for public or semi-public uses. The Comprehensive Plan has possibly underestimated the need for public and semi-public uses to support township activities as the existing public acreage will testify.

Agriculturally zoned land in 1987 stood at 2156 acres (49.2%), while 1988 vacant land was 2755 acres (63.2%). Therefore, over 600 acres was shown to be vacant and also unused for agricultural purposes.

### Subarea Two

Subarea Two in 1988 contained 474 acres of residentially used land, which accounts for 10.7% of the subarea. The Comprehensive Plan, however, recommends up to 3614 acres for residential purposes, which is 60.8% of the subarea. The 1987 residential zoning acreage is far less than the actual usage at 284. The Comprehensive Plan, in fact, recommends nearly five times as much residential acreage as is currently (1988, 1987) shown in the use and zoning combined. The Comprehensive Plan indicates the enormous potential for future residential growth in Subarea Two.

Commercial uses occupied 16 acres (0.4%) of Subarea Two in 1988. Commercial zoning, in 1987, occupied over three times that of commercial uses at 57 acres, which is 1.3% of the subarea. The Comprehensive Plan, however, recommends more than twice the acreage of the 1987 zoning count. The Comprehensive Plan recommends 129 acres be devoted to commercial, which is 2.9% of Subarea Two.

No industrial acreage was identified in 1988, zoned in 1987 or recommended by the Comprehensive Plan for Subarea Two.

The only vacant (undeveloped) land in Subarea Two recommended in the Comprehensive Plan is under the Urban Conservation category at 310 acres (7%) of the subarea. Predominantly along Buck Creek in this subarea, the Urban Conservation category was devised to spare extreme flood potential areas from development. Urban Conservation acreage, for the purposes of this study, was grouped with the public and semi-public category.

The Comprehensive Plan recommends 694 acres be devoted to public or semi-public uses (15.6% of the subarea). This exceeds, by far, the public land used or zoned within the subarea. This is due to the Urban Conservation inclusion. The 1988 public use acreage was 265 (6% of the subarea), while the 1987 zoning acreage was slightly less at 215 (4.8%).

As much as 87.5% of Subarea Two was zoned for agriculture (3881 acres). This exceeds existing (1988) vacant land by only 200 acres. The vacant land in 1988 stood at 83% of the subarea (3681 acres). Subarea Two had more of its land zoned for agricultural purposes than any other of the subareas in Franklin Township.



### Subarea Three

Subarea Three in 1988 contained 1183 acres of residentially used land, which accounts for 13.9% of the subarea. The 1987 residential zoning acreage was 1248 or 14.6% of the subarea. The Comprehensive Plan, however, recommends up to 7950 acres residential, which is 93.2% of Subarea Three. This is more than 6 1/2 times the 1988 residential acreage.

Commercial uses occupied only 26 acres (0.3%) of Subarea Three. Many more acres, however, were zoned for commercial uses in 1987. As much as 152 acres were commercially zoned (1.8%). The Comprehensive Plan recommends slightly more commercial acreage than was zoned (187 acres or 2.2% of Subarea Three).

Industrial uses in 1988 did not exist within Subarea Three. However, 227 acres or 2.7% of the subarea was zoned for industrial use in 1987. The Comprehensive Plan recommends up to 293 acres or 3.4%. Therefore, the Comprehensive Plan's industrial acreage stands relatively close to the 1987 zoning acreage for Subarea Three.

The only vacant (undeveloped) land in Subarea Three recommended in the Comprehensive Plan is under the Urban Conservation category. Only 35 acres is recommended for the Urban Conservation category, which is 0.4% of the subarea. The vast majority of the Urban Conservation designation in Subarea Three is with the flood plain of Little Buck Creek.

The Comprehensive Plan recommends only 103 acres be devoted to public or semi-public uses (1.2% of the subarea). This is much less than either the 1988 public use acreage or the 1987 public use zoning acreage. The 1988 public land use occupied 310 acres (3.6%) of the subarea. The 1987 public zoning occupied 248 acres (2.9%) of the subarea. As in Subarea One, the Comprehensive Plan did not adequately account for the public use need within Subarea Three.

### Subarea Four

Subarea Four in 1988 contained 911 acres of residentially used land, which accounts for 10% of the subarea. Land zoned for residential use in Subarea Four (1987) stood at less than 1/2 of the actual residential usage. The Comprehensive Plan, however, recommends up to 8336 acres or 91.9% of the subarea be reserved for residential development. This would indicate the enormous potential for future residential development in Subarea Four (more than any of the other three subareas).

Commercial uses occupied 10 acres (0.1%) of Subarea Four in 1988. Commercial zoning, in 1987, occupied more than three times this at 35 acres (0.4% of the subarea). The Comprehensive Plan recommends more than twice the 1987 commercial zoning at 75 acres. The Comprehensive Plan, however, still recommends less than one percent (0.8%) of the subarea for commercial use.

Industrial uses in 1988 occupied only 3 acres or 0.03% of Subarea Four. Industrial zoning in 1987 was 418 acres or 4.6%. The Comprehensive Plan, however, only recommended 177 acres or 2%. Therefore, the Comprehensive Plan could support more industrial development in Subarea Four but could not support additional industrial zoning acreage.

The only vacant (undeveloped) land in Subarea Four recommended in the Comprehensive Plan is under the Urban Conservation category at 175 acres (1.9%) of the subarea. The Urban Conservation category in this subarea (four) is predominantly along Buck Creek, as was the case in Subarea Two.

The Comprehensive Plan recommends 485 acres be devoted to public or semi-public uses (5.3% of the subarea). Like Subareas One and Three, this Comprehensive Plan designated public land is somewhat less than either the 1988 public acreage (511, 5.6%) or the 1987 public zoning (571, 6.3%).

TABLE 13  
FRANKLIN TOWNSHIP COMPARISONS

	1988 LAND USE (acres)	% of total	1987 ZONING (acres)	% of total	COMPREHENSIVE PLAN (acres)	% of total
RESIDENTIAL						
Very Low Density	1993.75	7.6%	999.25	3.8%	5951.00	22.5%
Low Density	1231.50	4.7%	1590.75	6.0%	15527.25	58.8%
Medium Density	106.25	0.4%	415.25	1.6%	1075.00	4.1%
Total Residential	3331.50	12.6%	3005.25	11.4%	22553.25	85.4%
COMMERCIAL						
Office	36.00	0.1%	107.75	0.4%		
Retail	130.75	0.5%	347.00	1.3%		
Total Commercial	166.75	0.6%	454.75	1.7%	641.50	2.4%
INDUSTRIAL						
Light	141.75	0.5%	550.00	2.1%	1048.75	4.0%
Heavy	237.50	0.9%	727.00	2.8%	736.50	2.8%
Total Industrial	376.50	1.4%	1277.00	4.8%	1785.25	6.8%
PUBLIC & SEMI-PUBLIC						
Parks	190.75	0.7%	265.25	1.0%		
Special Uses	275.50	1.0%	771.50	2.9%		
Streets/Interstates	970.50	3.7%	266.50	1.0%		
Total Public	1436.75	5.4%	1303.25	4.9%	1420.00	5.4%
AGRICULTURE/VACANT	21088.50	79.9%	20359.75	77.1%		
TOTAL ACREAGE	26400.00		26400.00		26400.00	

TABLE 14  
FRANKLIN TOWNSHIP COMPARISONS  
SUBAREA ONE

	1988 LAND USE (acres)	% of total	1987 ZONING (acres)	% of total	COMPREHENSIVE PLAN (acres)	% of total
RESIDENTIAL						
Very Low Density	254.25	5.8%	264.00	6.1%	300.50	6.9%
Low Density	424.75	9.7%	615.50	14.1%	2029.25	46.5%
Medium Density	85.50	2.0%	192.00	4.4%	324.00	7.4%
Total Residential	764.50	17.5%	1071.50	24.6%	2653.75	60.8%
COMMERCIAL						
Office	14.00	0.3%	39.50	0.9%		
Retail	101.50	2.3%	171.50	3.9%		
Total Commercial	115.50	2.6%	211.00	4.8%	252.00	5.8%
INDUSTRIAL						
Light	139.00	3.2%	26.75	0.6%	723.95	16.6%
Heavy	237.50	5.4%	605.25	13.9%	594.00	13.6%
Total Industrial	376.50	8.6%	632.00	14.5%	1317.95	30.2%
PUBLIC & SEMI-PUBLIC						
Parks	0.00	0.0%	0.00	0.0%		
Special Uses	87.50	2.0%	236.00	5.4%		
Streets/Interstates	262.85	6.0%	33.50	0.8%		
Total Public	350.35	8.0%	269.50	6.2%	139.30	3.2%
AGRICULTURE/VACANT	2755.40	63.2%	2145.50	49.2%		
TOTAL ACREAGE	4362.25		4362.25		4362.25	

TABLE 15  
FRANKLIN TOWNSHIP COMPARISONS  
SUBAREA TWO

	1988 LAND USE (acres)	% of total	1987 ZONING (acres)	% of total	COMPREHENSIVE PLAN (acres)	% of total
RESIDENTIAL						
Very Low Density	381.00	8.6%	12.50	0.3%	277.00	6.2%
Low Density	92.50	2.1%	251.75	5.7%	3204.00	72.2%
Medium Density	0.00	0.0%	19.50	0.4%	133.00	3.0%
Total Residential	473.50	10.7%	283.75	6.4%	3614.00	81.5%
COMMERCIAL						
Office	1.50	0.0%	2.25	0.1%		
Retail	14.50	0.3%	54.50	1.2%		
Total Commercial	16.00	0.4%	56.75	1.3%	128.50	2.9%
INDUSTRIAL						
Light	0.00	0.0%	0.00	0.0%	0.00	0.0%
Heavy	0.00	0.0%	0.00	0.0%	0.00	0.0%
Total Industrial	0.00	0.0%	0.00	0.0%	0.00	0.0%
PUBLIC & SEMI-PUBLIC						
Parks	18.00	0.4%	0.00	0.0%		
Special Uses	54.50	1.2%	136.75	3.1%		
Streets/Interstates	192.95	4.3%	77.75	1.8%		
Total Public	265.45	6.0%	214.50	4.8%	693.50	15.6%
AGRICULTURE/VACANT	3681.05	83.0%	3881.00	87.5%		
TOTAL ACREAGE	4436.00		4436.00		4436.00	

TABLE 16  
FRANKLIN TOWNSHIP COMPARISONS  
SUBAREA THREE

	1988 LAND USE (acres)	% of total	1987 ZONING (acres)	% of total	COMPREHENSIVE PLAN (acres)	% of total
RESIDENTIAL						
Very Low Density	555.00	6.5%	456.00	5.3%	432.00	5.1%
Low Density	607.00	7.1%	589.00	6.9%	6952.50	81.5%
Medium Density	20.75	0.2%	202.50	2.4%	565.00	6.6%
Total Residential	1182.75	13.9%	1247.50	14.6%	7949.50	93.2%
COMMERCIAL						
Office	20.50	0.2%	61.50	0.7%		
Retail	5.00	0.1%	90.50	1.1%		
Total Commercial	25.50	0.3%	152.00	1.8%	186.50	2.2%
INDUSTRIAL						
Light	0.00	0.0%	188.50	2.2%	246.50	2.9%
Heavy	0.00	0.0%	38.25	0.4%	46.00	0.5%
Total Industrial	0.00	0.0%	226.75	2.7%	292.50	3.4%
PUBLIC & SEMI-PUBLIC						
Parks	11.00	0.1%	0.00	0.0%		
Special Uses	48.50	0.6%	176.25	2.1%		
Streets/Interstates	250.40	2.9%	72.00	0.8%		
Total Public	309.90	3.6%	248.25	2.9%	103.00	1.2%
AGRICULTURE/VACANT	7011.35	82.2%	6655.00	78.0%		
TOTAL ACREAGE	8529.50		8529.50		8529.50	

TABLE 17  
FRANKLIN TOWNSHIP COMPARISONS  
SUBAREA FOUR

	1988 LAND USE (acres)	% of total	1987 ZONING (acres)	% of total	COMPREHENSIVE PLAN (acres)	% of total
RESIDENTIAL						
Very Low Density	803.50	8.9%	266.75	2.9%	4941.50	54.5%
Low Density	107.25	1.2%	134.50	1.5%	3341.50	36.8%
Medium Density	0.00	0.0%	1.25	0.0%	53.00	0.6%
Total Residential	910.75	10.0%	402.50	4.4%	8336.00	91.9%
COMMERCIAL						
Office	0.00	0.0%	4.50	0.0%		
Retail	9.75	0.1%	30.50	0.3%		
Total Commercial	9.75	0.1%	35.00	0.4%	74.50	0.8%
INDUSTRIAL						
Light	2.75	0.0%	334.75	3.7%	78.50	0.9%
Heavy	0.00	0.0%	83.50	0.9%	98.50	1.1%
Total Industrial	2.75	0.0%	418.25	4.6%	177.00	2.0%
PUBLIC & SEMI-PUBLIC						
Parks	161.75	1.8%	265.25	2.9%		
Special Uses	85.00	0.9%	222.50	2.5%		
Streets/Interstates	264.30	2.9%	83.25	0.9%		
Total Public	511.05	5.6%	571.00	6.3%	484.50	5.3%
AGRICULTURE/VACANT	7637.70	84.2%	7645.25	84.3%		
TOTAL ACREAGE	9072.00		9072.00		9072.00	

## CHAPTER SIX

### FRANKLIN TOWNSHIP TRANSPORTATION SYSTEM

---

Transportation is an extremely important factor in determining appropriate types and densities of development. High growth areas will experience increased demands for providing greater levels of transportation services. The information in this chapter describes the transportation system in Franklin Township, including:

- \* Description of existing facilities
  - \* Needs assessment
  - \* Summary of scheduled improvements
- 

#### Description of Existing Facilities

##### Existing Street System

One way to understand the existing transportation network in Franklin Township is to examine the functional classification of its streets. Functional classification is the grouping of roadways in the planning area into an integrated system identified by their principle uses in the overall transportation system. Functional classification is based upon the concept that each road, street and highway has a predominant purpose. These classifications can range from primarily access (such as streets in a residential subdivision) to primarily through movement (such as freeways). Map 2 shows the 1983 Existing Functional Classification System for Franklin Township. Table 18 provides definitions of the classification categories.

The Indianapolis-Marion County street system adheres to a combination of a grid system containing rectangular blocks and a spoked-wheel pattern of streets converging on the downtown area. The majority of Franklin Township's street system is designed along the grid layout. A few streets, however, are organized as potential spokes to the downtown area (e.g.: I-74, Southeastern Avenue, Shelbyville Road and I-65).

##### Public Transit

The Indianapolis Public Transportation Corporation/METRO currently operates three (3) bus routes which service a portion of the residential, commercial and retail centers within Franklin Township. These routes are identified in Table 19. Two of these routes are designed for local traffic and one for express. Local routes operate each day of the week and on holidays (also more frequently than the express routes). Express routes, which operate only Monday through Friday, provide service for commuters in the township to and from the Central Business District (CBD).



There are two Park-and-Ride locations in Franklin Township. The Park-and-Ride system was designed so individuals not having immediate access to an express route in their area can utilize METRO services by parking their cars at a specified location to board the bus.

Table 18  
Indianapolis Functional Street Classification Definitions

- |                           |   |
|---------------------------|---|
| 1) Freeways               | Divided highways with full control of access and grade-separated interchanges. Primary function is movement of traffic in particular long trips made within and through the study area. These roads are designed for high-speed operation (50-60 MPH) and require wide rights-of-way ranging up to 300 ft.  |
| 2) Expressways            | Access controlled routes with design and operational characteristics similar to freeways, with some intersections at-grade. Access control is usually obtained by using medians, frontage roads, and selected location of intersections. These roads are designed for relatively high speed operation (45 MPH) and require rights-of-way ranging up to 200 ft.  |
| 3) Primary<br>Arterials   | These routes have greater traffic carrying capabilities and higher levels of service than other at-grade routes to channelize major traffic movements. They either carry higher volumes than other adjacent routes or have the potential to carry higher volumes. They serve as connecting routes to the freeway system and to other primary arterials, and are oriented primarily to moving traffic rather than serving abutting land-use. Rights-of-way may range up to 120 ft. |
| 4) Secondary<br>Arterials | These routes serve a higher percentage of short trips than do primary arterials. They carry significant volumes and are needed to provide system continuity. Right-of-way widths may range up to 100 ft.  |
| 5) Collectors             | Primary function is to collect traffic from an area and move it to an arterial while also providing substantial service to abutting land-use.   |
| 6) Local<br>Streets       | Comprise the remainder of the surface streets and have the primary function of service to abutting land-use.  |



Table 19  
Franklin Township IPTC Routes

<u>Route No.</u>		Franklin Township Vehicle <u>Miles/Route</u>	Franklin Township Roadway <u>Miles/Route</u>
<u>Local Routes</u>	<u>Route Name</u>		
16	South Meridian	0.57	0.29
20	Beech Grove	2.84	1.42
<u>Express Route</u>			
51X	Southeast	16.48	8.24

---

### Bridges

Marion County contains 476 bridges, of which 42 are located in Franklin Township. Sufficiency ratings are used to describe the structural condition of bridges. The scale of sufficiency ratings for bridges ranges from 0 - 100. Zero (0) represents the worst possible condition and 100 is the optimal condition.

Marion County contains 224 bridges with sufficiency ratings higher than 80.00, 173 with ratings between 50.00 and 80.00, and 79 bridges with sufficiency ratings below 50.00. Twenty-four bridges in Franklin Township have sufficiency ratings of 80.00 or higher, 10 between 50.00 and 80.00, and 6 with ratings of 50.00 or below.

Table 20  
1987  
Franklin Township  
Bridge Sufficiency Rating

Facility Carried	Intersection	Sufficiency Rating
Indian Creek Road	Wildcat Brook	95
Maze Road	Buck Creek	95
Emerson Avenue	Beech Creek	93
Acton Road	unnamed ditch	92.6
Semour Road	Big Run Creek	92.5
Vandergriff Road	Buck Creek	92.1
School Entrance	Churchman Creek	91.1
Copeland Road	Leatherwood Creek	90.1
Knapp Road	Wildcat Run	90.1
McGregor Road	Buck Creek	90
Emerson Avenue	Little Buck Creek	89.8
Arlington Avenue	Little Buck Creek	89.2
Swails Street	Wildcat Brook	89.2
Indian Creek	Wildcat Brook	89.1
McGregor Road	Wildcat Run	88.7
Franklin Road	Miller Ditch	87.4
Acton Road	Maze Creek	86.2
Hickory Road	Wildcat Brood	85
Marlin Road	Buck Creek	85.6
Edgewood Avenue	Hunter Ditch	85.5
Thompson Road	Big Run Creek	84.2
I-74	Wildcat Brook	83.5
I-74	Wildcat Brook	83.4
Thompson Road	Buck Creek	81.9
I-74	Buck Creek	81.2
Edgewood Avenue	Harting Ditch	80
Edgewood Avenue	Little Buck Creek	79.9
Edgewood Avenue	Little Buck Creek	79.9
Southeastern Avenue	Big Run Creek	77.7
Mills Road	Milhouse Creek	76.8
Acton Road	Wildcat Run	75.8
Franklin Road	Big Run Creek	74.7
Edgewood Avenue	Little Buck Creek	69.9
Southport Road	Bunker Creek	64.8
Hotze Street	Wildcat Run	63.1
Shelbyville Road	Little Buck Creek	61.8
Knapp Road	Flat Branch	47.3
Troy Avenue	Buck Creek	39.1
Acton Road	Wildcat Brook	33.3
Northeastern Avenue	Big Run Creek	28.2
County Line Road	Doe Creek	24.9
Baker Road	Maze Creek	20.8

Source: IDOT Marion County Bridge Sufficiency Rating Index  
April 8, 1987

### High Accident Locations

Approximately 130 potential high accident intersections are monitored in Marion County. Accident rates are determined by dividing the annual total number of accidents and the total number of vehicles entering the intersection for each intersection. Those subject to an accident rate greater than 2.00 are identified, for planning purposes, as "trouble spots" needing further study. Marion County contained 48 intersections in 1986 with an accident rate greater than 2.00. None of these high accident intersections are located in Franklin Township.

### NEEDS ASSESSMENT

The management of the Indianapolis transportation system is based on the allocation of limited resources -- there are more needs associated with the transportation system than money available to make all the desired improvements. The purpose of the City's transportation planning process is to assess the needs associated with the transportation system and develop a systematic program to allocate the limited financial resources.

### Description of Transportation Planning Process

Needed transportation projects are documented in the Indianapolis Regional Transportation Improvement Program (IRTIP) which is prepared annually. It identifies a five-year program of proposed transportation projects in the Indianapolis urbanized area.

The transportation planning program in the Indianapolis area is comprised of two major elements: Long-Range Transportation Planning and Transportation System Management (TSM) Planning which identifies short-range transportation improvements.

The Long-Range Transportation Planning element prepares and maintains the plan for transportation needs twenty years into the future, and recommends the needed roadway improvements including street widenings, bridges, and new roadways. Placing a recommended roadway improvement project into the official plan does not ensure its construction. However, in order for the improvement to be constructed using federal funds, it must be included as part of the official plan. Actual construction of a project is subject to funding availability, impact study, and community review.

The Transportation System Management (or short-range planning element) addresses low-cost projects designed to obtain maximum productivity from the existing transportation system. Projects associated with this element include intersection improvements, signage and lighting improvements, modernizing traffic signals and operational changes such as restrictions for on-street parking.

Projects planned for both the short-range and long-range transportation planning programs are contained in the "Planned Improvements" section. In this Needs Assessment section, only the long-range planning process is discussed.

In planning the City's roadway system, it is necessary to analyze both the physical configuration of the street network and the roadway's current and future traffic demand in relationship to the roadway's carrying capacity. The relationship is expressed in a measure of levels-of-service. Both are described in the following sections.

### Street Network

The Indianapolis roadway network represents a combination of two basic configurations -- a spoked-wheel pattern and a basic grid system of regular squares or rectangular blocks. Ideally there would be equal spacing between each roadway in a grid pattern.

Planning new and improving existing roads is done with consideration of the need to maximize the efficiency of the street network configuration. By improving the street pattern, there will be an increased continuity of service in the system resulting in increased accessibility, increased safety, reduced travel time and reduced energy consumption.

### Carrying Capacity and Levels of Service

Levels of service (LOS) are qualitative measurements of congestion based on the operational characteristics of a roadway in terms of travel speed and delays. Levels-of-service are used to identify deficiencies in the roadway network. Six levels of service are defined and used to analyze transportation facilities. The six levels of service are designated from A to F, with level-of-service F representing the worst congestion. A level-of-service E or F would indicate that a roadway segment is carrying more traffic than it is designed to carry. Either the network would need to be improved to divert traffic from this segment or the segment itself would need to be improved to increase its capacity. This could be accomplished by adding additional travel lanes or making operational improvements such as intersection widenings and signal timing improvements.

Level-of-Service Definitions - In general, the various levels of service are defined as follows:

1. Level-of-service "A" represents free flow. Individual users are virtually unaffected by the presence of others in the traffic stream. Freedom to select desired speeds and to maneuver within the traffic stream is extremely high. The general level of comfort and convenience provided to the motorist, passenger, or pedestrian is excellent.

2. Level-of-service "B" is in the range of stable flow, but the presence of other users in the traffic stream begins to be noticeable. Freedom to select desired speeds is relatively unaffected, but there is a slight decline in the freedom to maneuver within the traffic stream from LOS A. The level of comfort and convenience provided is somewhat less than at LOS A, because the presence of others in the traffic stream begins to affect individual behavior.
3. Level-of-service "C" is in the range of stable flow, but marks the beginning of the range of flow in which the operation of individual users becomes significantly affected by interactions with others in the traffic stream. The selection of speed is now affected by the presence of others, and maneuvering within the traffic stream requires substantial vigilance on the part of the user. The general level of comfort and convenience declines noticeably at this level.
4. Level-of-service "D" represents high-density, but stable, flow. Speed and freedom to maneuver are severely restricted, and the driver or pedestrian experiences a generally poor level of comfort and convenience. Small increases in traffic flow will generally cause operational problems at this level.
5. Level-of-service "E" represents operating conditions at or near the capacity level. All speeds are reduced to a low, but relatively uniform value. Freedom to maneuver within the traffic stream is extremely difficult, and it is generally accomplished by forcing a vehicle or pedestrian to "give way" to accommodate such maneuvers. Comfort and convenience levels are extremely poor, and driver or pedestrian frustration is generally high. Operations at this level are usually unstable, because small increases in flow or minor perturbations within the traffic stream will cause breakdowns.
6. Level-of-service "F" is used to define forced or breakdown flow. This condition exists wherever the amount of traffic approaching a point exceeds the amount which can traverse the point. Queues form behind such locations. Operations within the queue are characterized by stop-and-go waves, and they are extremely unstable. Vehicles may progress at reasonable speeds for several hundred feet or more, then be required to stop in a cyclic fashion. Level-of-service F is used to describe the operating conditions within the queue, as well as the point of the breakdown. It should be noted, however, that in many cases operating conditions of vehicles or pedestrians discharged from the queue may be quite good. Nevertheless, it is the point at which arrival flow exceeds discharge flow which causes the queue to form, and level-of-service F is an appropriate designation for such points.

(These definitions are taken from the Highway Capacity Manual Special Report 209, the Federal Highway Administration.)

### Forecasting Future Demand Travel

The most complex part of the urban transportation planning process is the forecasting of future travel demand. Essentially, this process involves establishing a relationship between travel characteristics and land use activities such as housing and employment. The process relies on mathematical computer models of trip generation, trip distribution, mode choice and trip assignment, which are summarized as follows:

Trip generation is the process of estimating the number of trips generated by various urban activities. For example, the number of trips that are generated by a shopping center is quite different from the number of trips generated by a residential subdivision.

The trip distribution model determines how the beginning and endings of these trips are linked with one another.

The mode choice model predicts how travel will be split between automobiles and bus service.

The trip assignment model determines the paths the trips will take. For example, if a trip goes from a suburb to downtown, the model predicts which specific roads or transit routes are used.

These modeling procedures are used to forecast future travel demand and thereby identify future deficiencies in the street system. The overall model generates these forecasts in terms of the volume of traffic in relation to roadway capacity.

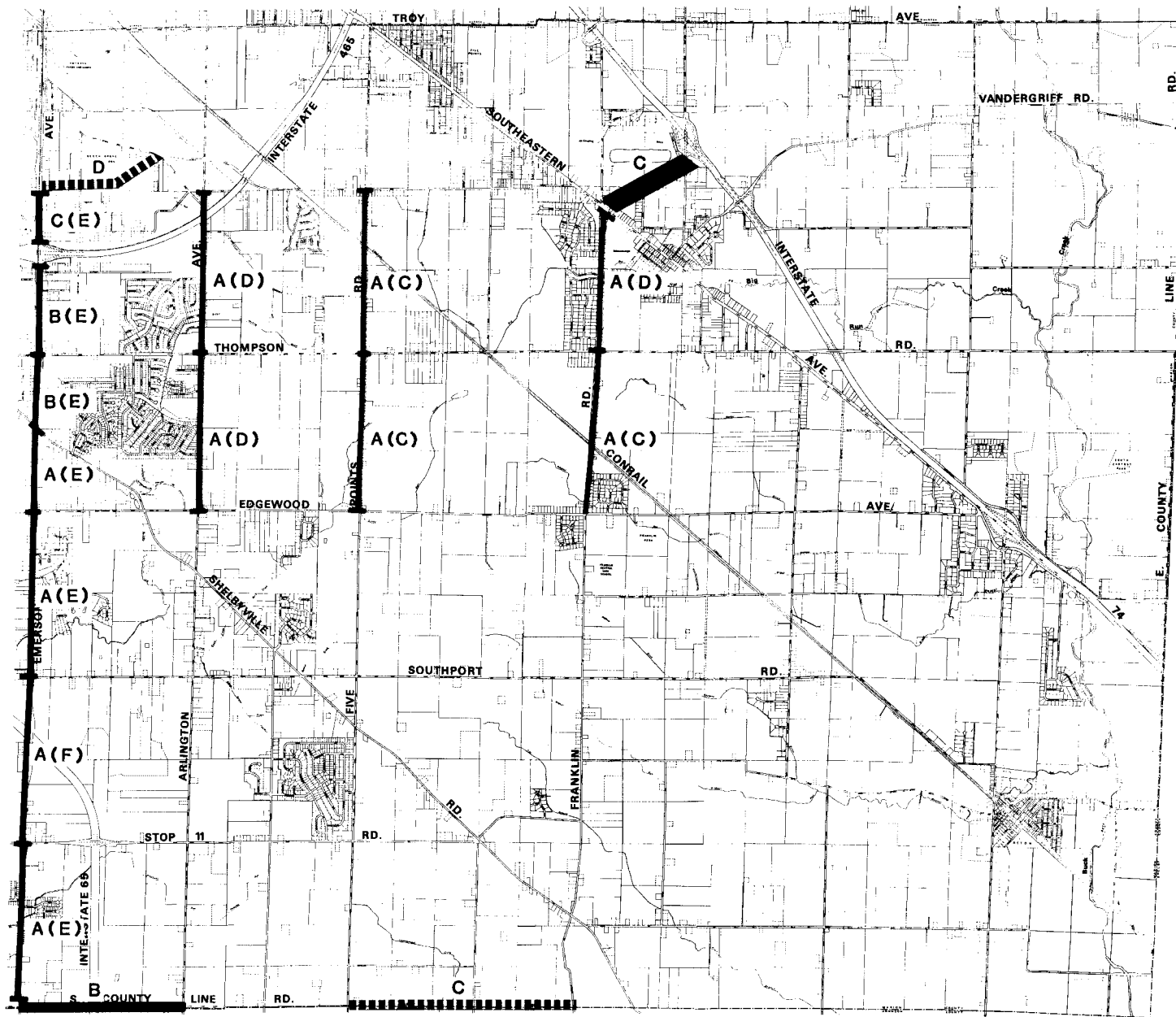
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### Franklin Township Roadway Network Performance

Table 21 and Map 3 identify the current and projected Year 2005 levels of transportation service for Franklin Township during the peak hour when the greatest demand is placed on the transportation system. These are general levels-of-service and do not reflect existing or future intersection characteristics such as exclusive right and left turn lanes or passing blisters which significantly improve traffic operations. Long-range priority improvements proposed for the street system within Franklin Township are also identified.

The existing levels of service were computed using the most recent traffic count data available which ranged from 1984 to 1987 counts. The Year 2005 levels of service were computed on the basis that all of the Thoroughfare Plan priority improvements would be completed by 2005.








## FRANKLIN TOWNSHIP

### MAP 3 / EXISTING AND FUTURE LEVELS OF SERVICE

#### THOROUGHFARE PRIORITY IMPROVEMENTS

Levels of Service  
Existing Future  
D (F)

 New 4 Lanes  
 New 2 Lanes  
 2 to 4 Lanes

ABCD=Priority

Overall, the Franklin Township street system is currently operating at a very high level of service. Nearly all Franklin Township streets (97.4%) on the Official Thoroughfare Plan system are operating at level-of-service A or B. Only one section of Emerson Avenue (First Avenue in Beech Grove), north of I-465, is operating a level-of-service C. No D, E, or F levels of service exist.

More congestion is likely by the year 2005. Congestion is expected to be much greater in the western portion of the township and somewhat or slightly greater in the center of the township. Level of service D, which does not exist in Franklin Township now, is expected to increase to 10.4% of the township's roads. Level of service E and F are expected to increase from zero to 9.2% and 1.9%, respectively.

Table 21

Franklin Township Level of Service (LOS) Analysis  
By Percent of Township Thoroughfare System\*

<u>Existing LOS</u>				
<u>A - B</u>	<u>C</u>	<u>D</u>	<u>E</u>	<u>F</u>
97.4%	2.6%	-	-	-
<u>Future LOS</u>				
<u>A - B</u>	<u>C</u>	<u>D</u>	<u>E</u>	<u>F</u>
76.4%	2.1%	10.4%	9.2%	1.9%

\*89.62 street miles exist on the Thoroughfare Plan in Franklin Township. However, only 53.51 miles of the most heavily utilized roadway system was analyzed. The above percentages are, therefore, based on only these 53.51 miles.

---

## PLANNED IMPROVEMENTS

Transportation improvements are programmed through the Indianapolis Regional Transportation Improvement Program (IRTIP). The IRTIP presents transportation improvements proposed by government and transportation agencies in the Indianapolis Urbanized Area. The basic objective of the IRTIP is to provide the best attainable coordinated transportation system.

Two planning elements provide the principle evaluation methods for programming projects in the IRTIP. The Long-Range Transportation Plan is a plan which implements long-range transportation objectives and facilitates improvements designed to increase the overall capacity of the Indianapolis Transportation System. The Transportation System Management Process System Report plans short-range objectives which address

current trouble spots in the transportation system. An example of a long-range transportation improvement would be the proposed construction of two additional lanes for South County Line Road from Emerson Avenue to Arlington Avenue. The Transportation System Management Process System Report plans short-range objectives addressing current trouble spots in the transportation system. An example of a programmed short-range project is the rehabilitation of the Emerson Avenue bridge over I-65.

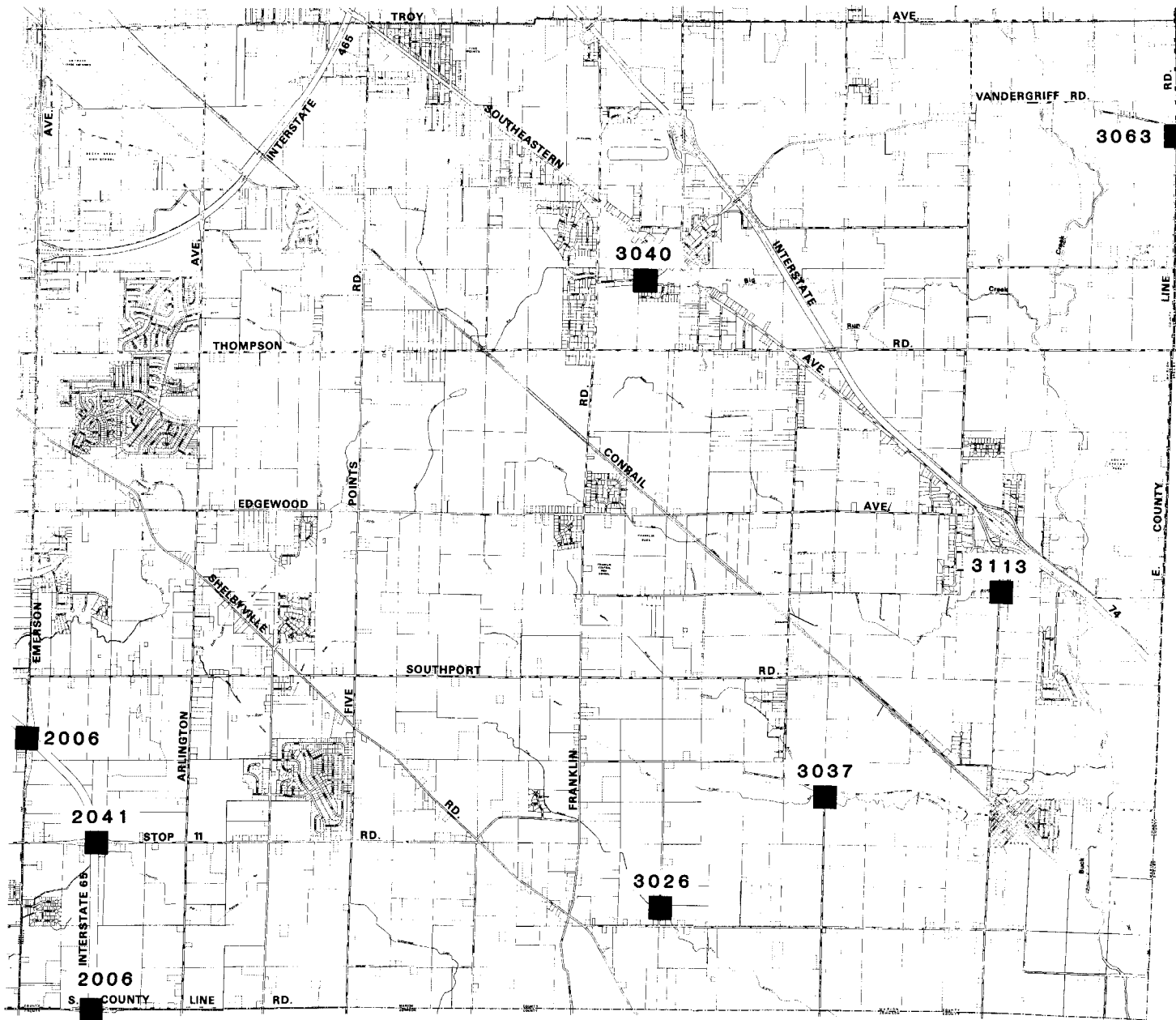
A summary of the transportation projects proposed for Franklin Township during the 1989-1993 IRTIP program period is provided on the following two pages. Transportation projects in Franklin Township for the five year period consist primarily of bridge improvement projects. The total projected cost of all projects proposed for Franklin Township during the 1989-1993 period is \$2,199,000. Locations of these various improvements are shown on Map 4.

#### PLANNED IMPROVEMENTS

##### 1989-1993 IRTIP Bridge Improvements

89-IDH-2006	BRIDGE REHABILITATION
LOCATION:	I-65, S. County Line Road over I-65
DESCRIPTION:	Reconstruction of I-65 bridge over South County Line Road, 5.2 miles south of I-465 (south leg).
CONSTRUCTION:	Programmed for 1989
TOTAL AMOUNT:	\$239,000
89-IDH-2006	BRIDGE REHABILITATION
LOCATION:	I-65, Emerson Avenue over I-65
DESCRIPTION:	Reconstruction of I-65 bridge over Emerson Avenue, 3.4 miles south of I-465 (south leg).
CONSTRUCTION:	Programmed for 1989
TOTAL AMOUNT:	\$297,000
89-IDH-2041	BRIDGE REHABILITATION
LOCATION:	I-65, Stop 11 Road over I-65
DESCRIPTION:	Reconstruction of Stop 11 bridge over I-65, 4.2 miles south of I-465 (south leg).
CONSTRUCTION:	Programmed for 1989
TOTAL AMOUNT:	\$218,000

89-SED-3113	BRIDGE REHABILITATION
LOCATION:	Acton Road over Wildcat Creek
DESCRIPTION:	Rehabilitation of existing bridge and approaches.
CONSTRUCTION:	Programmed for 1989
TOTAL AMOUNT:	\$400,000
89-SED-3026	BRIDGE REPLACEMENT
LOCATION:	Knapp Road over Flat Branch Creek
DESCRIPTION:	Replacement of existing structure on Knapp Road over Flat Branch Creek.
CONSTRUCTION:	Programmed for 1989
TOTAL AMOUNT:	\$15,000
89-SED-3040	BRIDGE REPLACEMENT
LOCATION:	Northeastern Avenue over Big Run Creek
DESCRIPTION:	Replacement of existing structure and minimum approach reconstruction.
CONSTRUCTION:	Programmed for 1990
TOTAL AMOUNT:	\$650,000
89-SED-3063	BRIDGE REPLACEMENT
LOCATION:	East County Line Road over Doe Creek
DESCRIPTION:	Replacement of existing facility on East County Line Road over Doe Creek.
CONSTRUCTION:	Programmed for 1989
TOTAL AMOUNT:	\$380,000



## FRANKLIN TOWNSHIP

### MAP 4 / SCHEDULED I.R.T.I.P. IMPROVEMENTS

The preparation of this map  
was financed in part by a  
Community Development Block Grant



September, 1988

Department of Metropolitan Development  
Division of Planning  
Indianapolis-Marion County, Indiana

## CHAPTER SEVEN

### FRANKLIN TOWNSHIP SCHOOL SYSTEM AND PUBLIC SAFETY SERVICES

---

#### Schools

Franklin Township is served by two school districts. Beech Grove schools serve the small section of the township north and west of the Conrail tracks within the corporate boundaries of that city. Beech Grove's high school is also located in Franklin Township at 5330 Pacific Avenue. The Franklin Township Community School Corporation serves the remainder and vast majority of the township. This school corporation experienced a 17% increase in enrollment from 3647 students to 4279, 1983 to 1988, respectively. The past ten years, 1978-1988, has seen a 36% increase in Franklin Township enrollments. The corporation's schools, their locations and 1988 enrollments (approximately) are as follows:

Acton Elementary	8010 Acton Road	450
Arlington Elementary	5814 South Arlington Avenue	508
Bunker Hill Elementary	6620 Shelbyville Road	458
Wanamaker Elementary	4150 Bazil Avenue	504
Franklin Twp. Middle School	6019 South Franklin Road	987
Franklin Central High School	6215 South Franklin Road	1372

The growth in enrollment over the past ten years is reflected in recent and planned construction. Arlington Elementary was opened in 1983 and the school corporation intends to build another elementary school as well as expand the middle and high school within the next three years.

---

#### Police and Fire Service

Franklin Township receives public safety services from several different agencies. Fire protection is provided by one of four sources, while police protection is provided by one of two. The City of Beech Grove operates a police department and two fire stations which serve that community including the portion of Franklin Township north of Interstate I-465. The vast majority of the township, however, receives police service from the Marion County Sheriff's Department and fire protection from the three township fire departments.

The Beech Grove fire stations are:

- \* Station 1, Headquarters, 330 East Churchman Avenue
- \* Station 2, 1200 Albany Street

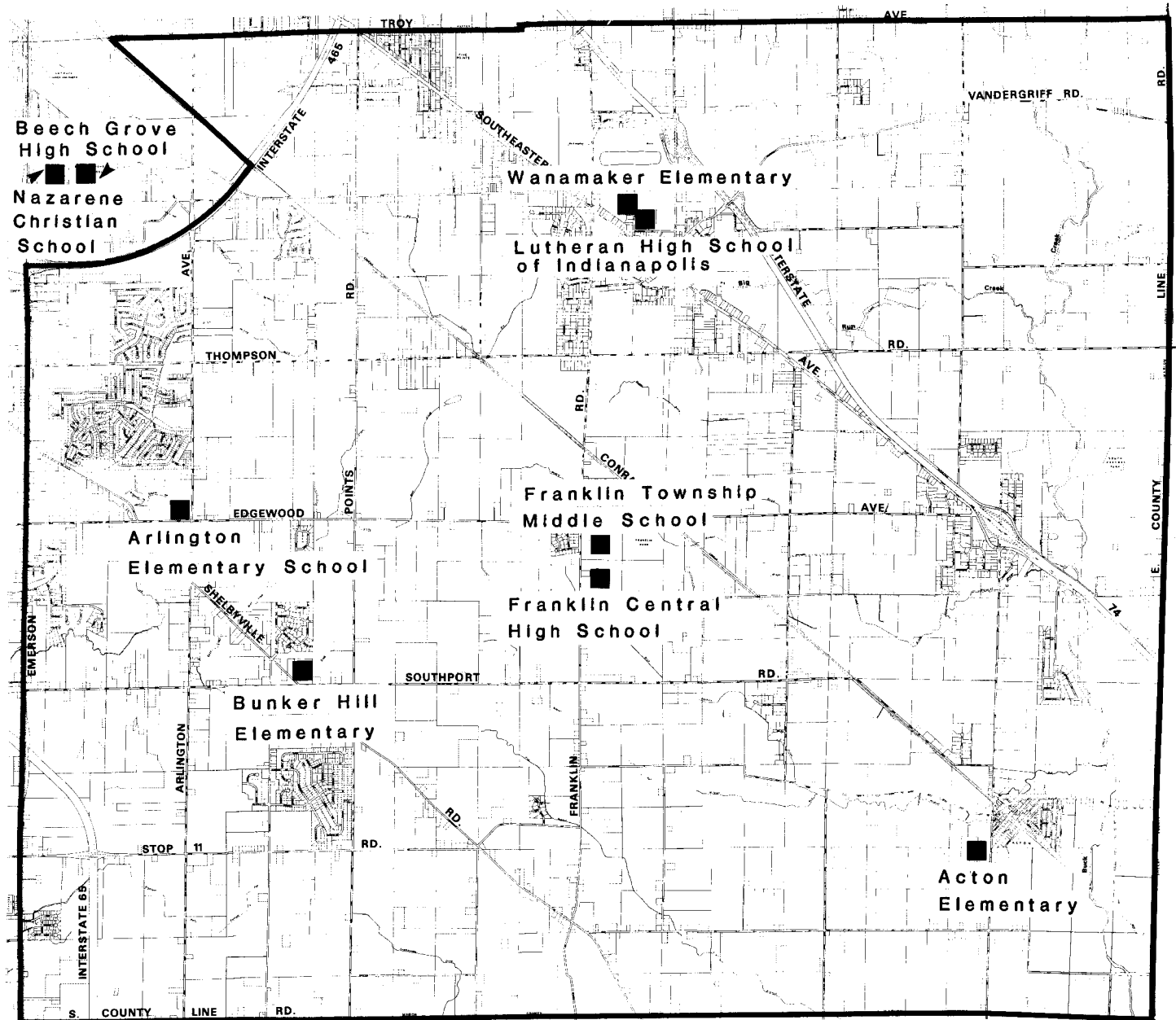
Franklin Township (independent) fire stations are:

- \* Acton, 11224 House Street
- \* Bunker Hill, 6231 South Arlington Avenue
- \* Wanamaker, 8614 Southeastern Avenue

The location and jurisdiction of each fire station is marked on map 6. These stations each have ambulance services and the Wanamaker station has emergency service provided by the Ambulance Division of Wishard Hospital.

Future plans discuss the possibility of an additional station to be located in the southwest portion of the township. Current equipment levels are viewed as adequate with no immediate plans for equipment acquisition.

The Marion County Sheriff's Department operates no physical facilities, such as precinct stations, within the township. Service is provided through mobile patrols.



## FRANKLIN TOWNSHIP

### MAP 5 / SCHOOLS

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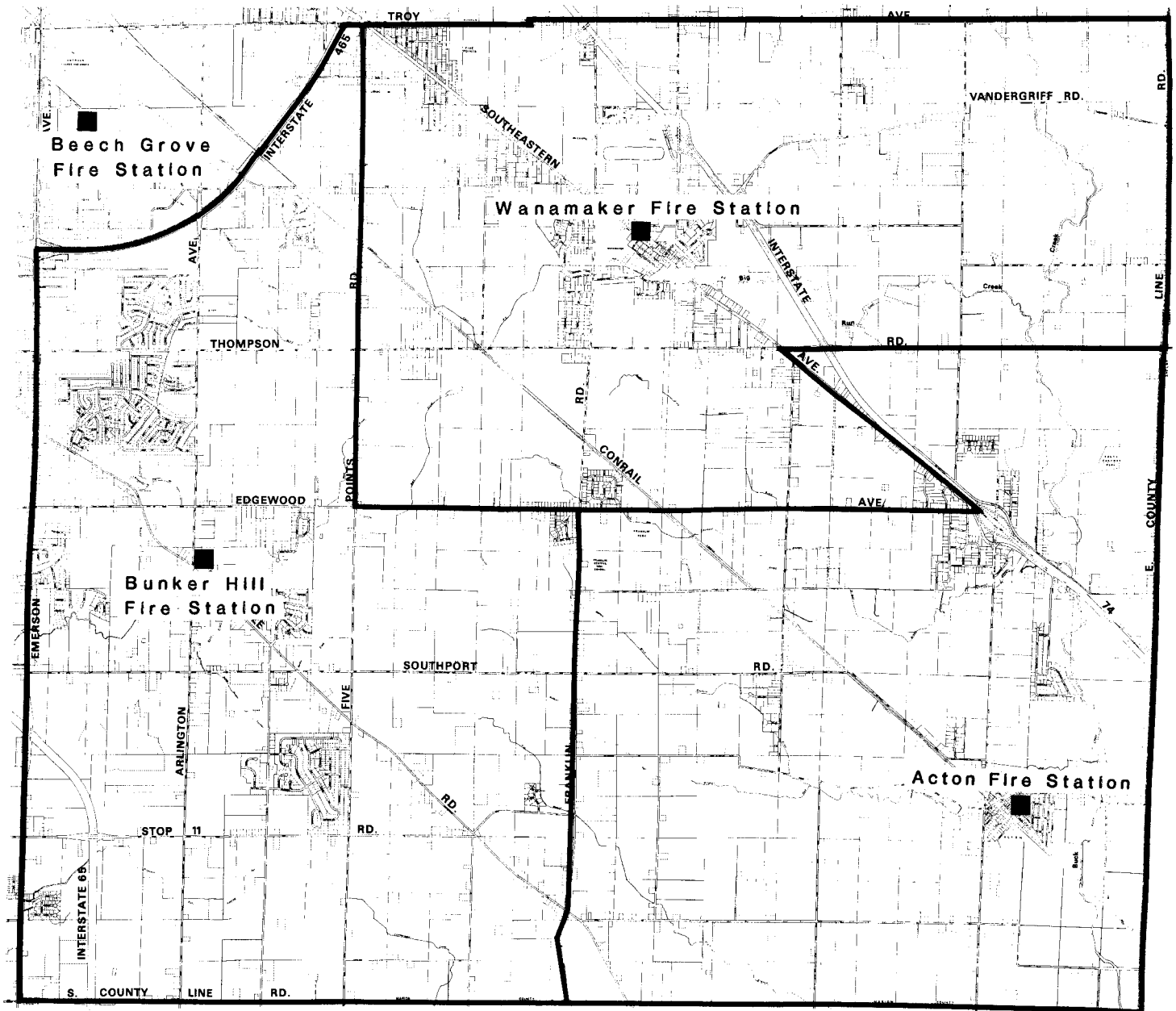


67.

September, 1988

Department of Metropolitan Development  
Division of Planning  
Indianapolis-Marion County, Indiana





## FRANKLIN TOWNSHIP

### MAP 6 / FIRE STATIONS AND JURISDICTIONS

— Jurisdictional Boundaries

■ Fire Station Location

## CHAPTER EIGHT DEVELOPMENT DETERMINANTS IN FRANKLIN TOWNSHIP

---

A number of natural and man-made factors contribute to the amount, type, and direction of development in a community. These factors are called growth determinants. Eight growth determinants (soils, sanitary sewer system, drainage system, flood hazard areas, water service, gas service, electrical service, and the Indianapolis highway system) are described in this study. Seven of these determinants will be briefly described in the following pages. The eighth determinant, the Indianapolis highway system, is described in Chapter 7.

---

### Soils

In developing portions of Marion County, a fundamental factor to be considered prior to urban development is the soil's capacity to accommodate development with a minimum of adverse economic and environmental consequences.

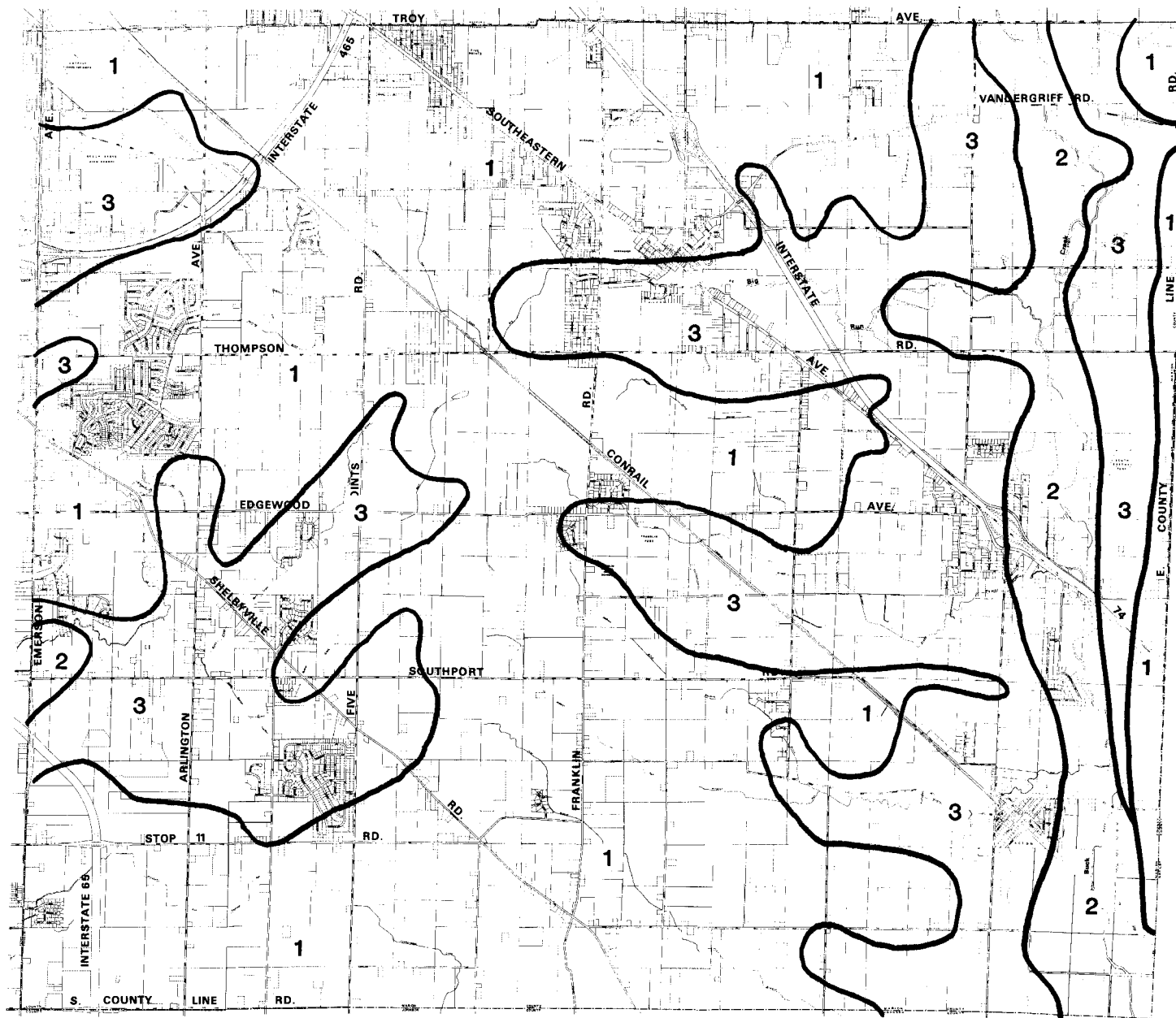
In 1969, a Soil and Water Conservation District (SWCD) was established in Marion County to promote soil and water conservation. The SWCD receives technical assistance from the United State Department of Agriculture, Soil Conservation Service (SCS). One of the major accomplishments of the district is the identification and mapping of soils within Marion County (completed in 1974). All soils are rated for urban development potential according to their suitability for a septic tank absorption field and a structural foundation. Slight, moderate, and severe soil limitations are defined as follows:

- \* "slight"--soils are favorable and limitations are minor and easily overcome;
- \* "moderate"--soils are unfavorable but limitations can be overcome by special planning and design; and
- \* "severe"--soils are so unfavorable that special designs, or intensive maintenance is required.

These soil ratings primarily depend on soil characteristics such as shrink/swell potential, shear strength, and soil compressibility.

### Limitations of Soils Data

1. The soils data provided by the SWCD does not eliminate the need for on-site testing, evaluation, and planning before design and construction takes place on a specific site.
2. Soil areas too small to delineate (generally, less than two acres) may occur within another soil mapping area. Therefore, more detailed site evaluation is required if small sites are to be developed.



## FRANKLIN TOWNSHIP

### MAP 7 / SOIL ASSOCIATIONS

- |  |  |
|--|--|
| <p>1. Crosby-Brookston association: Deep, somewhat poorly drained and very poorly drained, nearly level and gently soils formed in a thin silty layer and the underlying glacial till</p> <p>2. Genesee-Sloam association: Deep, well drained and very poorly drained, nearly level soils formed in loamy alluvium</p> | <p>3. Miami-Crosby association: Deep, well drained and somewhat poorly drained, nearly level to moderately steep soils formed in a thin silty layer and the underlying glacial till</p> <p>4. Urban Land-Fox-Ockley association: Does not exist in Franklin Township</p> |
|--|--|

3. Through the application of proper design and construction techniques, it is possible to overcome many of the limitations of a soil for a specific use.

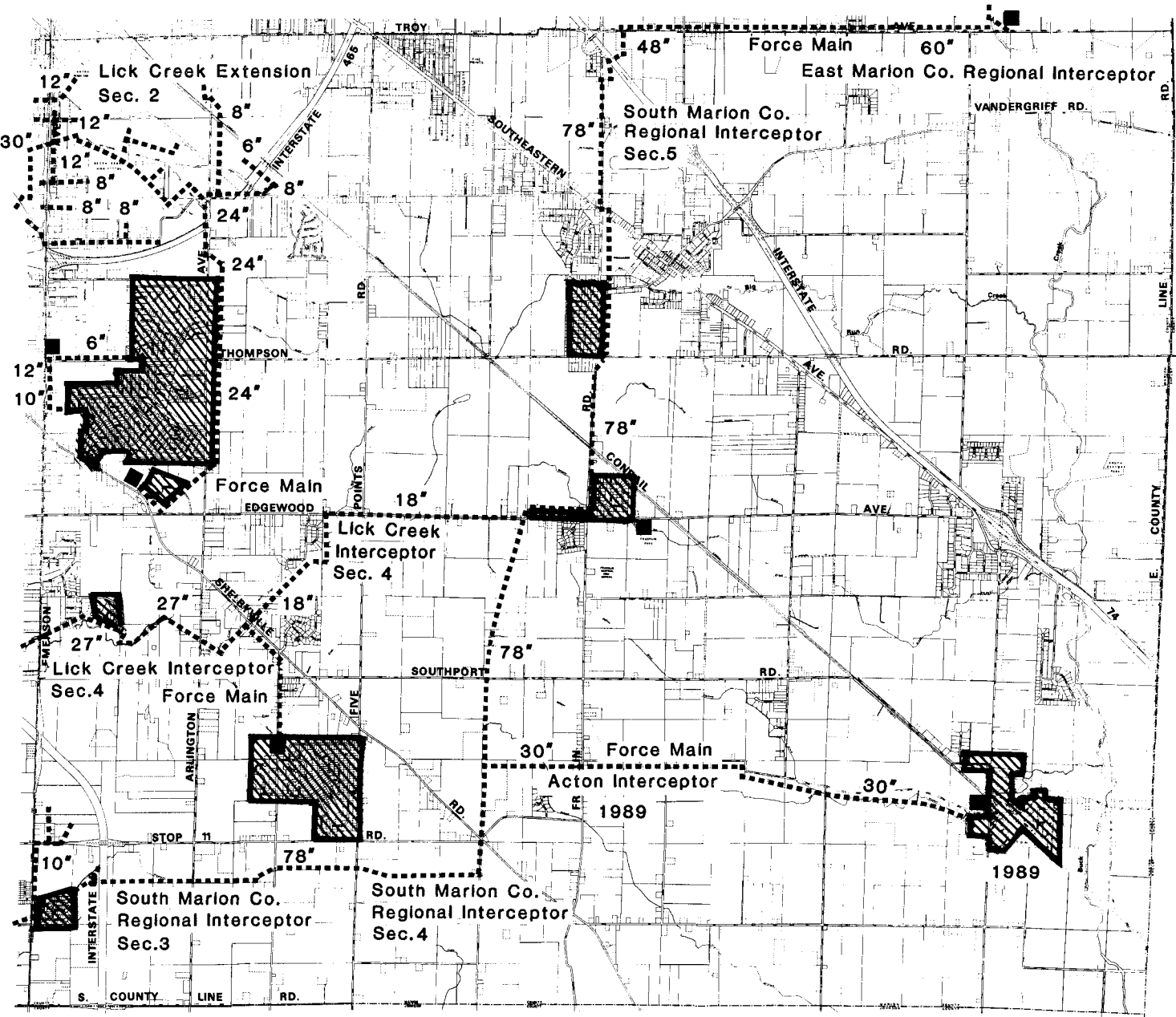
#### Charting and Mapping of Soils

The 24 soil types identified in Marion County can be grouped into four major soil associations. When the soils are grouped into only four associations some of the detail is sacrificed. However, such groupings are useful in presenting an overall picture of the soil characteristics. This generalized picture is important for broad planning purposes such as planning a transportation corridor, recommending development densities, or comparing geographic areas. Map 7 provides the generalized soil associations characteristics of Franklin Township.

The soil map information indicates that the land in Franklin Township is rated "severe" for urban development. This severe land, by definition, is likely to impact development due to a number of possible factors. There are six possible characteristics which could cause soil to be severely limited. Three of these six are present in Franklin Township. A seasonally high water table, slow permeability and surface water ponding are all prevalent characteristics for those soils which have been identified as severely limited. Overcoming these severely limiting soil characteristics requires both sanitary sewer service and associated surface water removal to prevent contamination of groundwater and drinking water supplies. Storm sewers are also needed, especially where subsurface drainage, outlets are inadequate or nonexistent.

The generalized soils information for Marion County and for Franklin Township can also be expressed in percentages. Table 22 identifies the percentages for the four major soil associations found in Marion County and in Franklin Township.

The percentages of the various soil associations found in Franklin Township differ slightly with the overall County percentages. As described earlier, a severe rating for septic system means that soil properties are so unfavorable or so difficult to overcome that major soil reclamation, special designs, or intensive maintenance is required.



## FRANKLIN TOWNSHIP

### MAP 8 / SEWER SERVICE

----- Sewer Lines

 Service Area

■ Lift Station

September, 1988

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Indianapolis-Marion County, Indiana

Table 22  
Soil Associations for Marion County  
and Franklin Township

<u>Soil Association</u>	<u>Percent of Marion County</u>	<u>Percent of Franklin Township</u>	<u>Limiting Characteristics</u>	<u>Septic Systems Rating</u>
Crosby-Brookston	40%	57%	Poorly drained, wetness, ponding	severe
Genesee-Sloam	12%	8%	Flooding, wetness, poorly drained	severe
Miami-Crosby	30%	35%	Wetness, erosion, ponding	severe
Urban Land-Fox Ockley	18%	0%	Poor filter, erosion	slight

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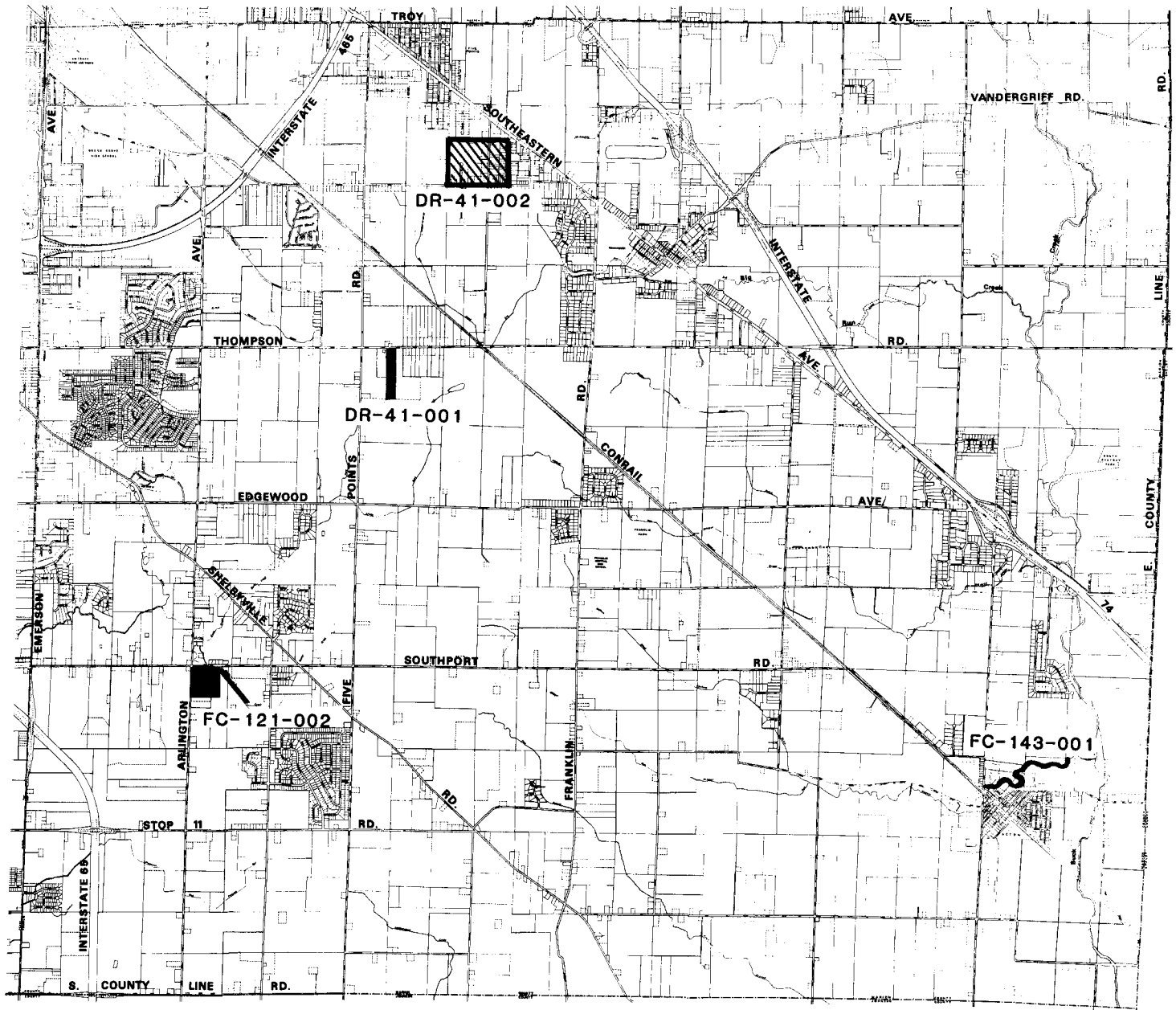
#### Sanitary Sewer Systems

The availability of sanitary sewers is a key factor affecting the rate and type of growth in portions of Marion County. In Franklin Township, the availability of sanitary sewers is extremely important due to the unsuitability of the soils to accommodate the waste water from a septic system.

A small portion of Franklin Township is served by sewers. Many developments rely on septic sewage systems. This poses a serious problem when combined with the fact that the area's soil types (Crosby-Brookston, Genesee-Sloam, and Miami-Crosby) cannot sustain a septic system without intensive maintenance and special design.

The Marion County Soil Survey, completed in 1974, identified the predominance of these soil types in the area and rated them "severe" for septic systems. Crosby-Brookston soils carry severe limitations because of the presence of clay and high seasonal water tables. The clay prevents the natural absorption of the septic water by the soil. A high water table also inhibits absorption by saturating the soil and thus preventing the absorption of the septic water discharge. Both conditions result in the sewage remaining on or near the surface of the ground where it can easily endanger the health of residents.

Genesee-Sloam has a severe rating for septic systems because of its location in floodplain areas near creeks. If flooding occurs, septic systems will fail. As the water recedes it will transmit the sewage into nearby creeks.



## FRANKLIN TOWNSHIP

### MAP 9 / DEPARTMENT OF PUBLIC WORKS PROPOSED FLOOD CONTROL AND DRAINAGE PROJECTS

 Flood Control Projects (FC)

 Drainage Projects (DP)

DR-01-00 Project Numbers

The preparation of this map  
was financed in part by a  
Community Development Block Grant



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September, 1988

Department of Metropolitan Development  
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Indianapolis-Marion County, Indiana

The final soil type, Miami-Crosby, is rated severe for septic systems because of wetness and erosion. The Crosby component of this soil type has problems similar to those mentioned above. When Crosby is combined with the rolling and sometimes steeply sloped Miami soils, ponding water will occur in the depressions after a storm. The surface water will saturate the soils and inhibit the absorption of the septic system effluent.

A logical solution to this problem is the extension of the Indianapolis Public Sewer System. This is being done where it is economically feasible to extend the existing service. One of the main problems of providing sewers to existing residential areas is the expense that each residence must bear when hooking up to a new sewer system. Because of the transition costs, the more residents that have already paid for a septic system, the more difficult it will be to convert the area to sewer service.

The final concern when considering sewer service in the area relates to the area's desirability. Development pressures already exist in the area, and if the situation is allowed to continue as it has, water pollution could decrease the desirability (and the value) of the existing residential properties. Secondly, sewer service does not necessarily increase development pressures. However, the South Marion County Regional Interceptor #4 and #5, which runs through the middle of the township, does create a positive growth incentive for much of Franklin Township.

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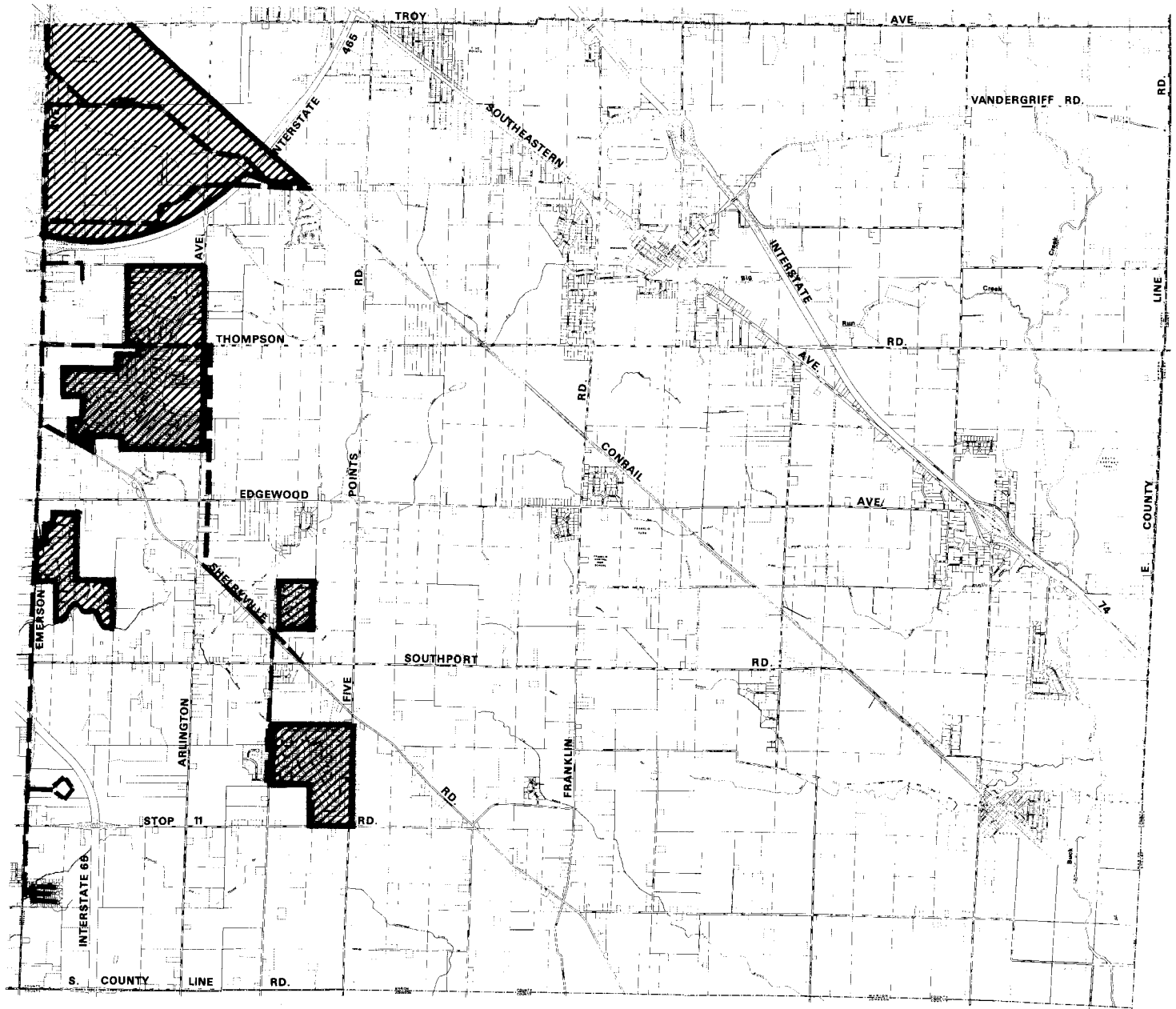
#### Drainage System

According to the Indianapolis Department of Public Works (DPW), inadequate drainage outlets constitute significant surface water drainage problem in Franklin Township. This problem occurs as runoff from melting snow or heavy rain carries silt and debris into the township creeks. As erosion increases, the creeks fill and are unable to accommodate the runoff. Reductions in drainage creek capacity cause road and basement flooding as well as surface water ponding.

Although some erosion occurs naturally, the amount of natural erosion is not enough to cause the current drainage problem. A major part of the problem occurs in developing areas when developers clear the natural vegetation, change the topography of the land, and expose large areas of soil to the elements. In Franklin Township, where a large proportion of the soil has poor absorption capabilities, this increases the amount and the velocity of runoff as well as the amount of erosion that occurs.

Steps should be taken in the future to reduce the development practices that cause high rates of erosion. The natural vegetation in an area should be maintained wherever possible to reduce the impact of falling rain thereby reducing the velocity of runoff and the accumulation of sediment. When the preservation of natural vegetation is not possible, only small areas should be disturbed at any given time to reduce total soil





## FRANKLIN TOWNSHIP

### MAP 10 / WATER SERVICE

#### WATER SERVICE AREA



exposure. After exposure, it is important to refoliate an area as soon as possible to reduce the time in which erosion is allowed to occur. Erosion of streambanks and channels can be reduced through vegetation and grade reduction. Drainage ditches can also be curved as much as possible to reduce the velocity of the runoff.

Drainage and Flood Control projects are scheduled by the Department of Public Works in several locations throughout the township. Two notable drainage projects are: (see Map 9)

- 1) Along Ferguson Road between Southeastern Avenue and Hanna Avenue, and
- 2) South of Thompson Road at the 7100 block, with Horn Creek.

Two notable flood control projects are: (see Map 9)

- 1) Bunker Creek at the southeast corner of Arlington Avenue and Southport Road, and
- 2) Wildcat Run from Acton Drive to Buck Creek.

As many as eight "trouble spots" noted by the Department of Public Works exist in Franklin Township. These represent either future City projects or drainage issues a future private developer would need to address. These potential problem areas are:

- 1) The area east and west of I-465 between the Conrail tracks and Troy Avenue,
- 2) Harting Ditch north of Thompson Road between Arlington Avenue and Churchman Avenue,
- 3) Harting Ditch from Shelbyville Road to Little Buck Creek,
- 4) Little Buck Creek from Emerson Avenue to Shelbyville Road,
- 5) Pleasant Run from I-465 to Combs Road,
- 6) Land just north of South County Line Road from I-65 to Combs Road,
- 7) Wildcat Brook from Edgewood Avenue to Hickory Road, and
- 8) Flat Branch at the intersection of Maze Road and Knapp Road.

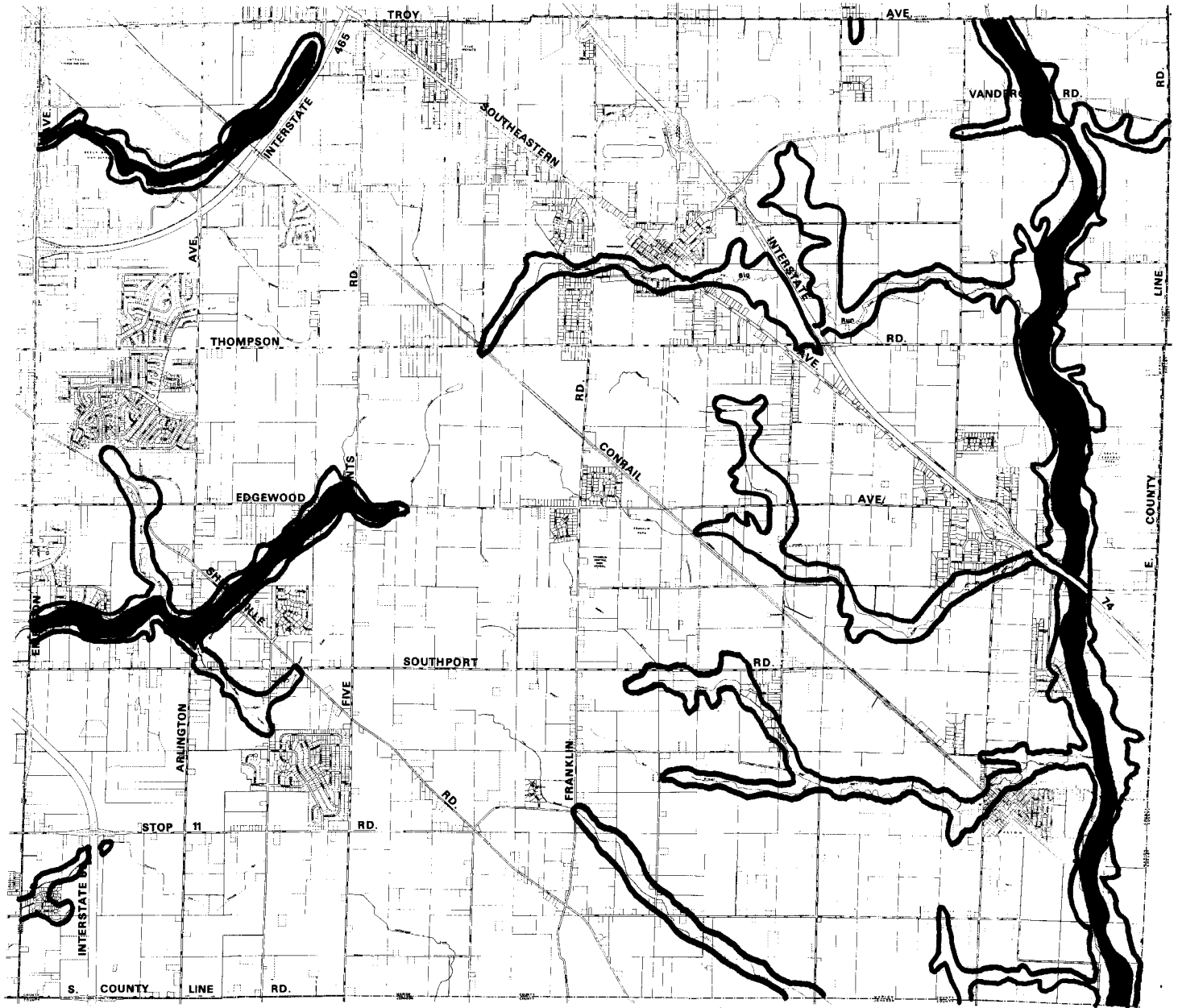
NOTE: Erosion information from the Urban Development Planning Guide, The Hoosier Heartland Resource Conservation and Development Council, Inc., Indianapolis, Indiana, 1985, pp.1-7.

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## Utilities

### Water Service

The Indianapolis Water Company currently serves much of the far western portion of Franklin Township including all of Beech Grove. The vast majority of Franklin Township, however, is still served by well water. The Indianapolis Water Company has indicated no plans for further extensions of water facilities. Much of the township is still too sparsely developed to make water service cost effective at this time.



## FRANKLIN TOWNSHIP

### MAP 11 / FLOOD PLAINS

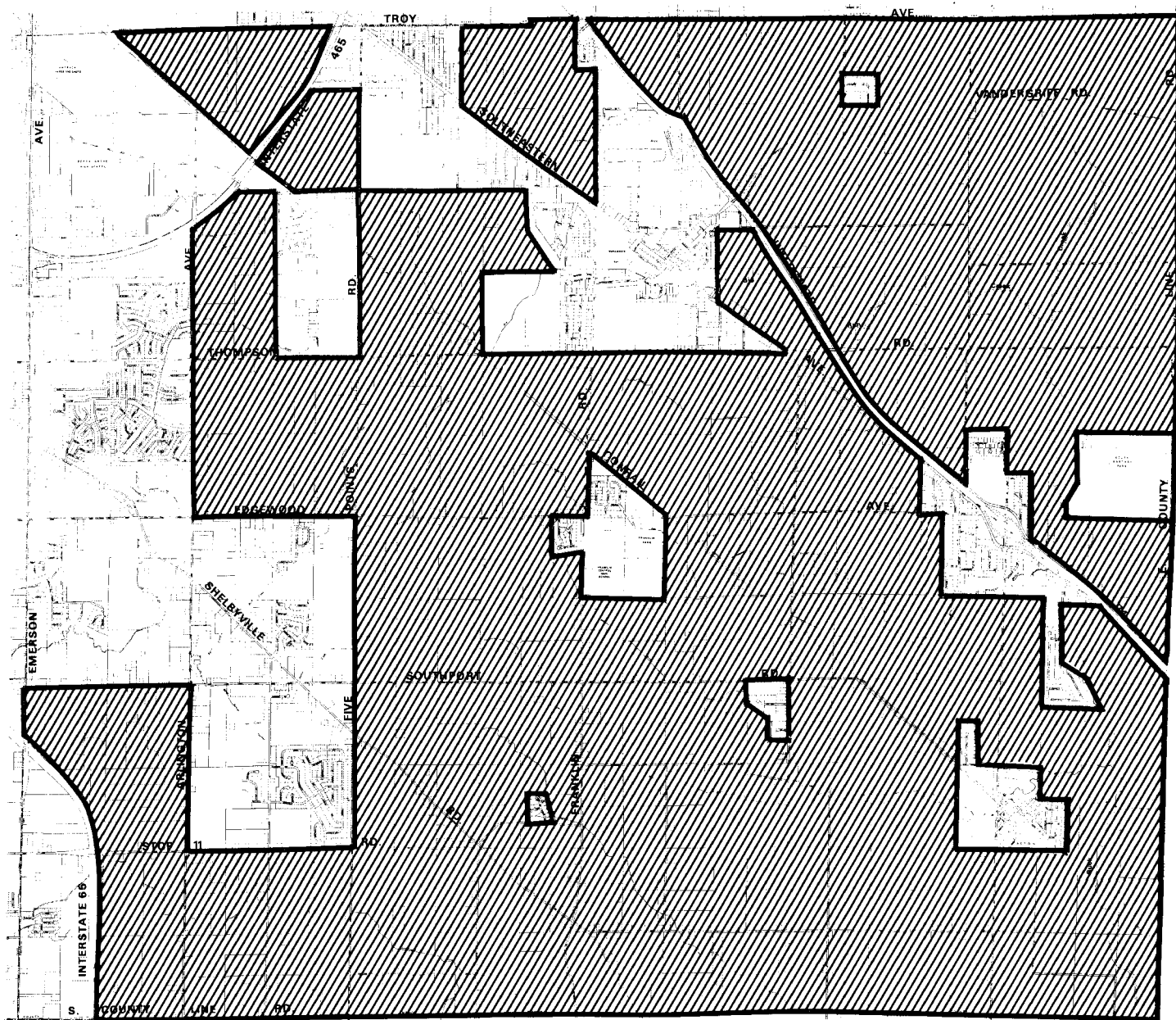


### Gas Service

The vast majority of developments in Franklin Township are currently served by Citizens Gas and Coke Utility. Service could be extended to any new developments throughout the township by extension of the existing service network.

### Electrical Service

Electrical service is provided by Indianapolis Power and Light and is available throughout Franklin Township. Electrical hookup and electrical service is not a limiting factor in the township's development.



# FRANKLIN TOWNSHIP MAP 12 / RURAL AREAS

The preparation of this map  
was financed in part by a  
Community Development Block Grant



September, 1988  
Department of Metropolitan Development  
Division of Planning  
Indianapolis-Marion County, Indiana

## CHAPTER NINE

### PROJECTED CHARACTERISTICS OF FRANKLIN TOWNSHIP

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One of the purposes of this document is to provide a picture of Franklin Township's future in terms of its socio-economic characteristics. This section includes the estimation of population and employment within Franklin Township by utilizing land use maps, housing starts and losses data, and various U.S. Census materials. Using these sources, projections of social and economic indicators were made to create an image of Franklin Township as it would exist if it were fully developed as recommended by the 1984 Comprehensive Plan. These projections are also based on the assumption that all existing uses and buildings on developed land would remain intact.

The residential element of Franklin Township's future will be presented through estimates of future housing stock, number of households, and total population. The commercial element will be revealed via projections of office and retail employment, total acreage of land committed to office and retail uses, and the total square footage of building space devoted to those uses. Projections of industrial employment and land use will be similarly presented.

#### Methodology

The first step taken to generate the following forecasts was to determine the acreage devoted to existing land uses through the interpretation of aerial photographs. The land use information was transposed onto township maps, and the total acreage committed to each land use classification was calculated. The land use estimates were then determined by adding the recommended land use acreage for all the remaining vacant parcels, as presented in the 1984 Comprehensive Plan. The underlying assumption, therefore, is that all undeveloped land will develop in accordance with the 1984 Comprehensive Plan.

The residential element of these projections was determined by multiplying the 1988 existing housing density (average number of units per acre) for both the single-family and multi-family categories to the corresponding acreage of vacant land planned for each. Thus, an estimated future increase in number of units for each category was calculated. The sum of the estimated change and the total number of existing units provides us with a projection of total single-family and total multi-family housing units at the point of full development for Franklin Township.

The future commercial and industrial characteristics of Franklin Township were estimated by applying an assumed average building square footage per acre to each category's total acreage. The total number of undeveloped acres recommended for office, retail and industrial use by the 1984 Comprehensive Plan were then converted to square footage of built-up space. The 1988 density

(building square footage per acre) of existing commercial and industrial development was assumed to remain constant. These projections of total building space then provided a basis from which to estimate future employment.

### Residential Characteristics

If Franklin Township were to realize full development in the manner suggested by the 1984 Comprehensive Plan, it would experience a 678% increase in total housing units over 1988. By comparison, the actual rate of increase for the most recent eight year period for which data is available (1980-1988) was 21%, from 5,555 units to 6,741 units. Using the methodology described above, Franklin Township could absorb another 45,672 units, while maintaining current densities, under the full development scenario presented by the 1984 Comprehensive Plan.

The proportion of the housing stock which would be made up of multi-family housing would increase from 10% in the 1988 estimate to 17% in the case of full development, meaning the current plan favors slightly more multi-family development in Franklin Township. The Comprehensive Plan would allow for an additional 37,222 units of single-family and 8,450 units of multi-family. The proportion of total units which would be single-family therefore would decrease from 89% to 82%.

An estimate of total households in Franklin Township is determined by multiplying the number of housing units by an assumed occupancy rate of 98% (based on the actual occupancy rate in Marion County for 1987, as reported in the 1987 Housing Production Report). According to the U.S. Census, 5,280 households resided in Franklin Township in 1980. The land use studies of Franklin Township indicate that in 1988, that figure had risen 25% to 6,600 households. At full development, the number of households in Franklin Township would increase another 655% to 49,800 households.

Total population for Franklin Township in a state of full development would amount to 112,050 persons (49,800 total households multiplied by an assumed average of 2.25 persons per household). This would constitute a 525% increase over the 1986 U.S. Census estimate of 17,930 persons.

### Commercial Characteristics

Full or total development as presumed by the 1984 Comprehensive Plan would result in an increase in commercial property of 474 acres over the 1988 total of 167 acres. Retail, which is assumed to account for 80% of Franklin Township's total commercial land, would realize a 292% increase, from 131 acres in 1988 to 514 acres at full development. Offices would occupy an additional 92 acres of land, 156% increase over the 1988 level. In terms of building square footage, retail commercial would experience a 292% increase from 1,094,505 square feet to 4,291,128 square feet, while office use would post a similarly significant gain of 257% from 364,968 square feet to 1,301,719

square feet. Therefore, at full development, a grand total of 5,592,847 square feet of commercial building space would occupy 642 acres of commercial land in Franklin Township - an increase over the 1988 figure of 285%.

As much as 1408 acres of land were planned for industrial use, but not yet developed, while only 377 acres were in use industrially as of 1988. Under the 1984 Comprehensive Plan's full development scenario, the addition of these lands would boost Franklin Township's industrial base 273% above 1988 levels in terms of developed acreage. Square footage of building space would also increase 70% from 3,352,661 square feet to 5,709,306 square feet.

As the acreage devoted to commercial and industrial uses increases, Franklin Township's employment will also increase. Employment densities of one, two, and three persons per 1,000 square feet for industrial, retail commercial, and office commercial respectively were assumed. By multiplying each of these assumed densities by its corresponding estimated future building square footage, an estimate of additional employment in Franklin Township is calculated for each category. The estimated 1988 employment for each classification was then added to the projected increase; and, those figures, along with an estimate of employment in miscellaneous public use categories, were summed in order to derive a projection of total employment for a fully developed Franklin Township. Total employment in Franklin Township would rise therefore from 6,809 persons in 1988 to roughly 19,531.

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#### RATE OF DEVELOPMENT

The projected residential and commercial full development characteristics of Franklin Township were based on the fixed number of acres and the recommendations contained in the adopted Land Use Plan. By applying densities and types of development historically found in Franklin Township to the fixed number of total acres, a development mix was projected with a reasonable degree of certainty. Forecasting the following rates of development was done with somewhat less certainty.

#### Housing

To prepare a housing development rate, the 1960, 1970, and 1980 U.S. Census information was combined with the 1988 Franklin Township housing inventory previously estimated. Using these data, three housing production (or development) rates were derived:

*	28 year rate (1960-1988)	. . . . .	166 units/year
*	18 year rate (1970-1988)	. . . . .	212 units/year
*	8 year rate (1980-1988)	. . . . .	148 units/year



By applying these rates to the additional 45,672 units projected for full residential development of Franklin Township, three possible development horizons were established:

- \* 45,672 units divided by 166 units/year = 275 years (year 2263)
- \* 45,672 units divided by 212 units/year = 215 years (year 2203)
- \* 45,672 units divided by 148 units/year = 308 years (year 2296)

The range of years for full residential development of Franklin Township is projected to be from 215 to 308 years; that is, total residential development of Franklin Township, (given that future development rates will fall between 148 and 212 units per year) should be reached sometime between 2203 and 2296 A.D.

### Commercial

The rate of development for commercial land was formulated by averaging the square footage of office and retail construction in Franklin Township for the years 1978 through 1987. On the average, 45,900 square feet of commercial building space was added to Franklin Township's total each year. By dividing this annual average into the additional 4,138,010 square feet of commercial development required to reach the full commercial development anticipated by the 1984 Comprehensive Plan, an estimated full development time horizon of 90 years is calculated. Assuming that recent rates of commercial development remain relatively stable over the next nine decades, full commercial development of Franklin Township is projected to occur by 2078 A.D.

### Industrial

The projected development rate and full development horizon for Franklin Township's industrial sector were calculated in the same manner as the commercial projection. On average (based upon 1978-1987 data), 69,700 square feet of industrial construction occurred annually. By dividing this number into the estimated 12,521,344 square feet of industrial development still planned for Franklin Township, it is determined that complete development would not occur for another 180 years. This horizon forecast results from the assumption that the 1978 through 1987 industrial development rate will continue.

### Conclusion

Given the current Comprehensive Plan, the basic assumptions outlined previously, and recent development trends, Franklin Township can expect to feel increasing pressure to rezone for commercial use parcels which are not currently planned for commercial development. Also, more viable property should be made available for industrial development, particularly land which has good interstate access, drainage and an undisturbed soil strata. Residential development should still continue to predominate.

Finally, the previous discussion does not imply that development will occur according to the prescribed pattern set out by the 1984 Comprehensive Plan. Neighborhoods and Townships are continually responding to new demands, physical changes in areas, and changes in economic conditions.



ELECTED OFFICIALS William H. Hudnut, III, Mayor

City-County Council:

Dr. Philip Borst, 25	Ray R. Irvin, 21
Rozelle Boyd, 11	Paul H. Jones, 10
David M. Brooks, At Large	David P. McGrath, 20
Richard F. Clark, 13	Mary Bridget Moriarity, 15
Dwight Cottingham, 18	Beverly Mukes-Gaither, AL
Beulah Coughenour, 24	Stuart W. Rhodes, 7
Carlton E. Curry, At Large	William G. Schneider, 3
William A. Dowden, 4	Julius F. Shaw, At Large
Allen L. Durnil, 14	Beurt R. SerVaas, 2
Kenneth W. Giffin, 19	John Solenberg, 5
Gordon C. Gilmer, 1	Betty Stewart, 12
Jeff Golc, 17	Stanley P. Strader, 23
Harold Hawkins, 16	Stephen R. West, 6
Holley M. Holmes, 8	Susan Williams, 22
Glenn L. Howard, 9	

METROPOLITAN  
DEVELOPMENT

METROPOLITAN DEVELOPMENT COMMISSION:

Dr. Lehman D. Adams, Jr., DDS.	Mary Ann Mills
George M. Bixler, Jr.	Michael Rodman
James J. Curtis	Robert Samuelson
Michael J. Feeney	James Wade, Jr.
Lois Horth	

DEPARTMENT OF METROPOLITAN DEVELOPMENT

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Stuart Reller, Administrator, Division of Planning

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Michael Graham, Principal Planner  
Gregory J. Ewing, Project Coordinator  
Larry Carroll, Principal Planner  
John Neal, Principal Planner  
David Cleaver, Senior Planner  
Matthew Brooks, Planner  
Steve Cunningham, Planner  
Matthew Didier, Intern  
Corey Peterson, Intern  
Natalie Graves, Secretary  
Phil Pettit, Drafting Superintendent  
Darrell Walton, Draftsman  
Kenneth Percy, Print Shop Manager  
George Jacobs, Printer  
Burton Carter, Printer